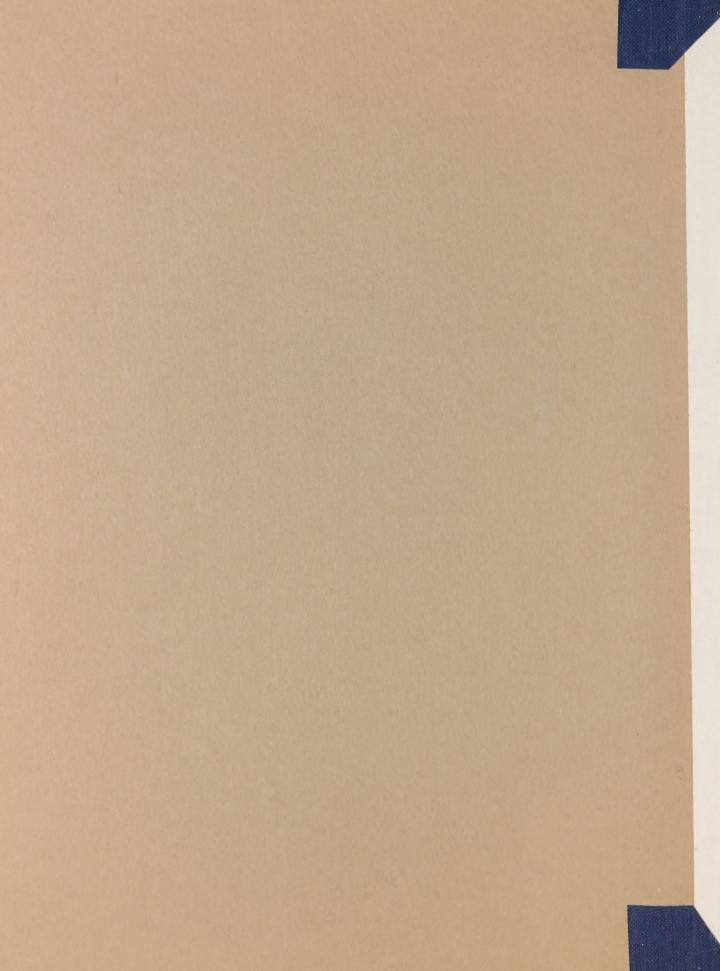
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SOCIAL AID SURVEY

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The terms of reference of the Social Aid Study were announced by the Minister of Welfare for Saskatchewan, the Honourable Dave Boldt, on February 24, 1965, at a meeting of people having major interest in public assistance in the province. They were as follows:

- 1. To develop adequate services to public assistance recipients.
- To establish a sound approach to administration and the sharing of administration costs between the provincial and municipal governments.
- 3. To establish a structure for the provision and sharing of health costs.
- 4. To establish a method or means to cope with the problems involved in the movement of indigent persons.
- 5. To examine possible redistribution of caseloads between the department and municipalities on the basis of the level of government which is best able to provide the appropriate service.
- 6. To study the problem of burial of indigents.
- 7. To consider any further matters which might arise as a result of these deliberations.

The thirty-odd people who attended the meeting of February 24, 1965 included representatives of the municipal associations, various provincial government departments, and the Department of National Health and Welfare. They were constituted as the Committee of the Whole for the Study. This committee was the review board and approving body of the recommendations emerging from the study. The final decision as to whether the recommendations would be implemented rested of course with the provincial government.

Appendix B indicates the membership of the committee by name and position.

The Committee of the Whole set up a Steering Committee¹ and gave it all power necessary to carry out the Study in accordance with the terms of reference, including the authority to set up sub-committees or working parties and to utilize such resources as might be necessary. At its first meeting, March 23, 1965, the Steering Committee established sub-committees on the following subjects:²

Administration and Welfare Services to Public Assistance Recipients Health Services Redistribution of Caseloads Benefit Levels

The Steering Committee itself undertook the study of Fiscal Relations. Two Department of Welfare staff members, Mr. P. Fogarty, Director, Research and Planning Branch, and Mr. H. P. Thuringer, Program Supervisor, Public Assistance Branch, were ex-officio members of all Committees, Mr. Thuringer acting as Study Director.

The sub-committee carried out their respective studies, meeting regularly and consulting constantly with provincial government departments, the Department of National Health and Welfare, and the municipalities. One of the instruments used in the Study was the <u>Interview Document of Municipal Welfare Official</u>. The sub-committees compiled their respective recommendations which were reviewed by the Steering Committee and approved by the Committee of the Whole.

Acknowledgments from the Study Director to those who gave special help in the Study will be found on pages (iii) and (iv) of this report. It is my happy privilege to pay tribute here to Mr. Thuringer himself, whose enthusiastic and efficient work contributed so much to the carrying out of the project.

A. W. Sihvon Acting Deputy Minister Department of Welfare Regina, Saskatchewan

See Appendix B.

²See Appendix B for membership to the Committee and for organizational chart.

³See Appendix D.

ACKNOWLEDGMENTS

The Social Aid Study and the Report result from the efforts and contributions of many people.

I am particularly grateful to Mr. A. W. Sihvon, the Chairman of the Steering Committee, whose guidance and support often turned chaos into order. Appreciation is also due to Mr. J. D. Connor, Executive Secretary, Saskatchewan Urban Municipalities Association, Mr. L. Wilkinson, Secretary Manager of the Saskatchewan Association of Rural Municipalities, along with their representatives who gave willingly of their time and talents in reaching the goals in this study.

Special thanks go to Mrs. D. Zarski, the Director of Public Assistance, who, despite many demands on her time, was always ready to give her advice both during the course of the study as well as in the writing of the Report.

Mr. P. Fogarty, Director, Research and Planning Branch, and Mr. N. F. Cragg, Director of Unemployment Assistance, Department of National Health and Welfare, also deserve special mention. These very busy people gave me a great deal of assistance in co-ordinating the Study.

I am also indebted to the Canadian Welfare Council who generously supplied the services of Miss P. Godfrey to edit and help refine the Report, and to Miss Godfrey herself whose assistance was invaluable.

Space does not allow me to list all the people in the Public Assistance Branch, other sections of the Department of Welfare, other government departments, and the municipalities who contributed to the report both directly and indirectly, but to them I am also grateful.

Special mention should be made of the chairman and members of the committees and the staff of the Secretariat who produced a tremendous amount of good work under extreme pressure.

For the typing I wish to extend thanks to Miss G. Sjolie, Mrs. I. Goodwin, Mrs. K. Hart and Miss C. Buchwald.

The Social Aid Study has been a rewarding experience to me and I hope that the recommendations put forth will be implemented since they would, I feel, enhance service and provide opportunity to welfare clients in this Province. This after all was the prime objective of the Study. I also hope the publication of the Report will encourage further development, refinement, and study of public assistance both in Saskatchewan and elsewhere.

Regina, Saskatchewan January, 1966. H. P. Thuringer, Study Director.

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CHAPTERI

THE SASKATCHEWAN ASSISTANCE PLAN

A Proposed Program of General Welfare Assistance

BACKGROUND 1

I. CURRENT PROGRAMS

At the present time, the provincial Department of Welfare, through its eleven regional offices, administers a major part of the financial assistance programs. These programs are known as categorical programs. They are:

Aid to Dependent Families (needs tested)³
Old Age Assistance (means tested)⁴
Disabled Persons' Allowance (means tested)
Blind Persons' Allowance (means tested)
Supplemental Allowance (needs tested) for recipients of Blind Allowance and federal Old Age Security

The department's other services include child care, protection services, housing and nursing home services and emergency welfare services, services to adult offenders and to vocational rehabilitation clients.

The general assistance or Social Aid Program (needs tested - also supplements Old Age Assistance and Disabled Persons' Allowance) is at present administered by some 700 municipalities throughout the province. While the administration is at a local level, the province shares in the material cost of the aid and sets standards for administration. However, local government assumes the cost of health services and administration.

A fuller description of Saskatchewan's financial assistance and other welfare programs is contained in Appendix A.

A categorical program may be defined as a program devised to meet the needs of a group having a common characteristic such as blindness, etc.

³A program in which need is calculated and compared with income and assets. If need exceeds income, the resulting budget deficit establishes the amount of the allowance.

⁴A program of fixed maximum income and assets and fixed allowance, based on marital status, but not otherwise related to need or changing circumstances.

Generally speaking, the welfare programs that have developed in Saskatchewan are of a patchwork nature and in many areas there is a good deal of duplication among them. There are also gaps in services and, in some instances, a lack of the use of resources that these programs now offer. It was natural, therefore, that what was first proposed as an examination of the cost-sharing arrangements for the Social Aid Program should be expanded into a detailed study not only of that program but of its relationship to other financial assistance programs in the province. And the announcement of the federal government's Canada Assistance Plan proposals gave added impetus to a review of financial assistance programs generally in Saskatchewan.

II. HISTORICAL DEVELOPMENT

The chief responsibility for providing relief for the poor has traditionally rested on local governments in British North America, and has been carried by them in the province of Saskatchewan since it was formed in 1905.

Provincial help, on a regular basis, to municipalities in meeting the costs of assistance to the needy commenced in the 1930's. Since that time it has never been withdrawn. However, the proportion of the cost of material aid assumed by the province varied from 100 per cent during the crisis of the depression to 50 per cent when the economy of the province became more normal. When the federal government commenced sharing the material aid cost under the Unemployment Assistance Act and Agreement of 1956, the municipal share was reduced to 25 per cent of the benefits received by each municipality's own residents.

Permanent provincial sharing of the financial burden changed provincialmunicipal relationships and led to a critical examination of the Social

¹ See Appendix C

² See Terms of Reference, Foreword

Aid Program from the point of view of desirable welfare services. A number of problems for detailed study were identified both by the provincial Department of Welfare and by the two municipal associations, the Saskatchewan Urban Municipalities Association and the Saskatchewan Association of Rural Municipalities. An <u>ad hoc</u> committee was established in 1958 to make such a study which resulted in the Social Aid Act (1959). This <u>ad hoc</u> committee developed into the permanent Provincial-Municipal Advisory Committee on Social Aid. 1

Since a good many of the problems that had been identified related to fixing municipal responsibility for costs on the basis of where individual recipients had last lived for a year without receipt of assistance, a central objective of the study was to develop an alternative method of cost-sharing. The 1959 legislation eliminated the residence of recipients as a means of determining the municipal share of the cost of the direct benefits under Social Aid and substituted a per capita sharing arrangement by class of municipality, i.e. (based on 1956-57 costs) 25¢ per capita for cities, 20¢ for towns, 10¢ for villages, and rural municipalities, the amounts to be adjusted annually as total expenditures fluctuated.

Under this cost-sharing structure, municipal governments now contribute about seven per cent of the total social aid expenditure in the province. However, they continue to carry the costs of program administration and of health services for recipients.

Since 1959, changes have taken place in some of the provincially administered categorical programs which have resulted in their meeting the basic needs of these recipients. These adjustments in income have minimized the use of Social Aid to supplement these programs and resulted in a saving of cost to the municipalities amounting to some 3.5 million dollars.

¹ For present composition of this Committee, see Recommendation 22, pp. 26-27.

²See Appendix A.

In December 1964, the provincial government proposed that:

- the per capita rates be increased to a level that would raise the overall municipal contributions to Social Aid allowances from 7 to 10 per cent;
- the additional municipal contributions for a cost-sharing program to improve the overall administration of the Social Aid Program.

Representatives of the two municipal associations did not agree with the proposed increase in municipal cost-sharing. However they indicated that if the provincial government decided to impose the increase, it should be done in relation to the ability to pay of the different types of municipalities, and that certain inequities should be ironed out. They also considered that any additional payments should be used to help municipalities that had particularly heavy costs.

In view of all the circumstances, it was finally agreed that the time was ripe for a thorough review of the Social Aid Program in the light of experience since it was established in 1959. The terms of reference of the Study announced in February 1965¹ opened the door to a consideration of integration of Saskatchewan's various public assistance programs; a plan for partial integration had in fact been developed but not acted upon a few years before. Then, a few weeks later, the Canada Assistance Plan proposals offered the possibility of greatly increased federal government cost-sharing in public assistance programs under conditions that would encourage the strengthening of and integration of services and administration, while at the same time allowing each province to establish the program that best fits its own situation and in stages that suit local conditions

See Forward p. (i)

²Federal Speech from the Throne, April 5, 1965

³For details of the proposals, see p. 32 section (c)

The result of all these factors is the proposal, presented here, for a single general assistance program to replace the existing six separate programs and to be administered by a single agency, provincial or municipal as local circumstances dictate.

III. BASIC CONSIDERATIONS

The following are some of the key points that the Committee took into account in its deliberations during the Study: 1

- In addition to overlapping administration, there are a large number of small municipalities attempting to administer the Social Aid Program. This has been complicated since 1959 by changes in the balance of the rural-urban population. Experience in recent years has increasingly demonstrated the need for larger and more effective administrative units in public welfare, either through shifting responsibility to a higher level of government or through grouping municipalities. Recognition of the need (both for economy and efficiency) of high administrative and personnel standards has also been growing.
- There is evidence of support throughout the country for the development of fully integrated public assistance programs, with more emphasis on the provision of health care and welfare services (in addition to financial assistance) as a means of both preventing and ameliorating dependency. In Saskatchewan:
 - (a) There are inequities in eligibility requirements and benefits between the various programs. For example, in the means tested programs (with flat-rate benefits) people are allowed to retain substantial cash assets; thus a person may receive assistance who has limited or no real need, while a needs

These points are elaborated in the various supporting chapters and in the outline of current programs, Appendix A and H.

tested recipient who has acute needs can retain little or no cash assets. Again the budget for a single person under the Supplemental Allowance Program is more than \$35.00 a month higher than under Social Aid.

- (b) Health services provided to the recipients under the three categorical means tested programs are most uneven; this is also true for Social Aid clients since health services are the responsibility of the municipalities whose financial resources and standards of service vary greatly.
- (c) Supportive services (e.g. counselling, vocational services, and the ancillary services referred to below) also vary greatly throughout the province and they generally require strengthening particularly in relation to prevention.
- (d) The rise in both the standards and the cost of living have affected the value of benefits. For example, the schedules on which benefits for food, etc., are based under the Social Aid Program have remained virtually unchanged since 1959.

IV. PRINCIPLES OF A PUBLIC ASSISTANCE PROGRAM

Certain principles have been accepted as basic to public assistance programs in Saskatchewan. They were part of the background of the Study and will apply to the proposed Saskatchewan Assistance Plan. These principles are: 2

1. The public assistance program is founded on a belief in the integrity and dignity of the individual and on the recognition

See p. 18.

²Social Aid Manual, 1959.

- 7 -

- that members of society are dependent upon one another and that the welfare of all is dependent upon the well-being of each.
- Every individual should have the right to public assistance when his need for it can be demonstrated, regardless of his race, creed, residence or citizenship.
- 3. No individual should have to meet a test of moral worthiness in order to receive public assistance.
- 4. Every individual receiving public assistance should have the right to plan his own life as he chooses even though he has lost his financial independence. This means he should have the right to decide such things as: how he shall spend his financial assistance except if he fails to use it to provide the necessities of life for himself and his dependents; where he shall live; and what services he shall accept.
- 5. A corollary of this is that every individual should receive his financial assistance in the form of cash to enable him to make these decisions.
- 6. The privateness of the circumstances of every individual receiving or applying for public assistance must be respected.
- 7. Every individual seeking or receiving public assistance should have the right to appeal any decisions concerning his application for assistance which he thinks are unjust.
- 8. Every individual should have the right and the obligation to take as much responsibility as he can in seeking a solution to his financial problems. This includes both the finding and holding of employment, and the establishing of eligibility for public assistance.

These principles are goals which the public assistance program in Saskatchewan should meet, and they are guides to the direction in which the program should move. The present Social Aid Program in Saskatchewan

based on these principles is fundamentally sound, although it is evident that in some particulars, present practices contradict the principles. The proposed Saskatchewan Assistance Plan aims at building on existing achievements to create a more effective program, based on a deeper understanding of the true objectives of public assistance.

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THE PLAN

I. OVERALL OBJECTIVES

Recommendation 1 - The objectives of a Saskatchewan Assistance | Plan should be:

- (1) To establish a comprehensive needs-tested general assistance tance program that provides those in need with an adequate standard of financial assistance, including health care, that is administered in any given area by a single agency.
- (2)* To ensure that the financial assistance is complemented by the use of appropriate social services so that clients can avail themselves of vocational training, of job placement, and of rehabilitation in the broadest sense of the word, to the end that they can achieve the greatest possible measure of independence and self support.
- (3) To provide help not only to prevent deterioration of the client's situation (as in (2) above) but to prevent people from becoming continuing recipients of financial assistance: i.e., to provide counselling and even some financial assistance to people who, without that help, are likely to become regular clients.
- (4) To provide that the above objectives be realized as economically as possible and under appropriate sharing arrangements between the senior and local governments.

It should be noted that persons eligible to receive assistance under the Plan would include, for the most part, those now receiving a categorical allowance or Social Aid.²

l"General Assistance" will be the term used in this document to describe the proposed Saskatchewan Assistance Plan.

²See page 1 for list of programs.

II. GENERAL ASSISTANCE BENEFIT RATES AND ELIGIBILITY REQUIREMENTS

1. Items of Basic Need

Recommendation 2 - Allowances should be sufficient to maintain a minimum but adequate standard of living; to achieve this, the present assistance allowances in the Social Aid Program for food, children's clothing, personal care items, household and laundry costs, and utilities (natural gas, water and electricity) should be increased under the Saskatchewan Assistance Plan; the allowances for rent, for room and board, for adults' clothing, and for fuel (such as oil, wood and coal) should be unchanged.

In evaluating the adequacy of the existing allowances for each item, the Committee conducted documentary research and special surveys. On the basis of the data gathered the Committee was reasonably informed on changes in price per item from when the original items were priced in September 1958 to December 1965.

(a) Food

One hundred commercial outlets in the province were surveyed concerning the stipulated foods by quantity required for adequate nutrition. It appeared that a 25% increase in the schedule was desirable.

(b) Clothing

There had been an adjustment in the clothing allowance in 1962. The survey of specific articles of medium priced clothing in a number of current mail order catalogues indicated a need for an increase for children's clothing but not adults; an overall increase of 7.2% would result.

(c) Personal Care Items

The survey included such items as toiletries, other

¹For more detail see Chapter II.

components such as haircuts were assessed and it was decided that a 72 per cent increase was required. While the increase is substantial it should be noted that present allowances range from 40¢ to \$1.60 per person per month.

(d) Household and Laundry

The Survey of these articles (soaps, waxes, light bulbs, etc.) revealed an inadequate allowance. A 175 per cent increase was proposed; again the base is small and the amount of increase is modest.

(e) Fuel and Utilities

Oil, wood and coal allowances were found to be in line; natural gas was approximately 23% low, and electricity 40% low.

Allowances for water were found 17% deficient in towns and villages, the present rates for cities and rural municipalities was adequate.

(f) Rent, Room and Board

Present allowances appeared adequate; the present proviso in the regulations for paying actual costs in certain circumstances should be maintained.

The following sample budget indicates the effect the above subrecommendations would have for a family consisting of 2 adults, 1 pre-school child, and one 12 years old living in a 4-room city house with gas heating:

	Present Allowance	Recommended Allowance
Food Rent Clothing Fuel Utilities	\$ 71.00 50.00 32.50 7.25	\$ 89.00 50.00 34.00 8.90
- light and cooking - water Personal Care Household	g 7.00 3.75 4.40 1.95	8.50 3.75 7.90 5.80
	\$177.85	\$207.85

Recommendation 3 - Changes should be made in the provisions or procedures with regard to: special food allowances, meals and accommodation away from home, waiting period for clothing and personal care allowances, children's outgrown clothing, and method of paying for fuel and other utilities.

The following are the specific changes proposed:

- (a) A special food allowances schedule should no longer be part of the regulations.
- (b) Rates for meals and accommodation purchased away from home should be slightly increased to meet the current costs.
- (c) The present waiting period for clothing and personal care allowances for employable persons should be eliminated to permit immediate assistance with these items when required, the 10 per cent reduction in the clothing allowance to cover handing-down, should be eliminated.
- (d) Equalized payments should be used for fuel and other utilities on long-term cases, but the actual costs should continue to be used if the schedules are not adequate.

2. <u>Items of Special Need</u>

Recommendation 4 - New provisions should be established with regard to "special care" allowance concerning dwelling alterations, burials and telephones.

- (a) Provision should be made for a special care allowance up to \$25.00 per person per month for handicapped persons to cover personal care, household help, etc.
- (b) A "Special needs" allowance should also be permissable to cover alterations or additions to living quarters.
- (c) The "special needs" allowance could cover the burial cost of indigent persons.
- (d) An allowance for a telephone in certain circumstances should be considered a "special need".

Payments averaged on equal monthly payments with adjustment at the end of the year.

3. Ceiling on Income, and Status of Employables and Employed

Recommendation 5 - The ceiling on income including the assistance allowance for employable persons should be 90 per cent of normal earnings; provided this amount may be exceeded in cases of extreme hardship or when rehabilitation activity indicates otherwise.

Recommendation 6 - Assistance should continue to be paid to fully employed persons on the basis of extreme hardship.

Decisions as to the eligibility of fully employed persons should be made at the local level of administration.

4. Requirements Regarding Assets of Assistance Recipients

Recommendation 7 - There should be a single set of requirements for the cash assets to be allowed, which should apply to all recipients of general assistance, and none of these assets should be earmarked for any specific purpose.

At the present time, the only retention of cash assets allowed to people receiving Social Aid are: $^{\rm l}$

- (1) Those who are 70 years of age or who (for medical reasons) have a short life expectancy, may retain cash assets earmarked for burial purposes (\$300 if single and \$600 if married).
- (2) Recipients with dependent children may retain life insurance up to \$600 cash surrender value.

The following proposals for retention of cash assets are aimed at achieving a more rational and equitable situation among all recipients:

(a) For short-term employable persons (who are expected to be in receipt of assistance for less than 90 days): no provision for retention of cash assets. This provision should also apply to fully employed persons.

The same provisions apply to the other needs-tested programs - Aid to Dependent Families and Supplementary Allowances.

- (b) For <u>long-term employable</u> persons (persons who are expected to be in receipt of assistance in excess of 90 days): \$100 cash assets for the single recipient and \$200 for the recipient who is married.
- (c) For <u>long-term unemployable</u> persons: \$500 cash assets for the single recipient and \$1,000 for a recipient who is married.
- (d) Elimination of the present special provision regarding life insurance.

Recommendation 8 - With regard to real assets under the Saskatchewan Assistance Plan, there should be reduction from 90 per cent (now allowed under Social Aid) to 80 per cent of the proportion of the money received by a recipient as rental, for a "self-contained" part of his dwelling, that is counted in his income. (See also Recommendation 9 below).

5. Retention of Other Present Provisions

Recommendation 9 - All other provisions, under the present Social Aid program, with regard to benefits and eligibility requirements should be retained under the Saskatchewan Assistance Plan.

6. Advances and Overpayments

At the present time there is no provision for recovery of overpayments.

Recommendation 10: - Provision should be made which would permit:

- (1) The issuing of aid on a repayable basis for a temporary period pending realization on resources recipients might have, or for the emergency period of a need which the recipient could take care of long-term.
- (2) The recovery of aid paid where clients have withheld information or misrepresented their circumstances.

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III. HEALTH SERVICES

1. Objectives

Recommendation 11 - A health services program for indigent persons should be designed to meet the following objectives:

- (a) To provide for health services as envisaged in the Canada Assistance Plan; in addition, it should meet some other needs which may not be covered under the Canada Assistance Plan.
- (b) To serve as an integral part of a general assistance program, rather than operating in relation to specific categorical programs, and thus to provide services to all persons eligible for help from the general assistance program.
- (c) To provide for financial or other assistance in obtaining health services for those persons who are "medically indigent" (that is, people who are not eligible for an allowance under the general assistance program.)

2. Eligibility

Recommendation 12 - All persons who meet the requirements of the needs test for general assistance should be eligible for both the publicly insured and non-insured health services during the period of time that this assistance is being received, eligibility to begin at the time of "nomination" with no waiting periods; eligibility requirements with regard to pre-existing medical conditions or to residence should be eliminated.

Recommendation 13 - For the medically indigent, the needs as applied for general assistance excluding provision for

See Chapter III on Health Services

²Nomination means that an agency with legal responsibility for establishing eligibility under the Saskatchewan Assistance Plan can designate a person to receive this service from another agency: i.e. to receive health services through the Department of Public Health.

retention of cash assets should be used to determine eligibility for health services assistance. An amount for health care should be added to the allowance detailed under the needs test; this amount would include, where necessary, the "joint tax" (i.e. the individual's premium for the provincial hospital and medical care plans), and the known or anticipated costs for non-insured services. The calculations should be made at the minimum level in the needs test schedule but on the basis of a year's period, rather than the month used for general assistance recipients, and the payments for health services should be estimated over a 12-month period beginning at the time of application. Persons or families having a total budget deficit so calculated should be eligible for assistance in meeting their health needs.

As for recipients of general assistance, the health services benefit would include the joint tax where necessary and either the known or the anticipated costs of non-insured services.

Nomination for medical indigents would be for selected services in most cases but could be for full coverage where necessary.

3. Services

Recommendation 14 - Persons nominated under the general assistance program or as medical indigents, should be eligible for comprehensive health care as listed below. Services received outside the province should be paid at rates prevailing in Saskatchewan unless payment in excess of this is recommended by a Medical Assessment Board.

The services would include:

- Physician services
- Optical services, with minor limitations
- Visiting nurse services
- Dental services, including a grant for dentures
- Physiotherapy services
- Chiropody services
- Hospital services
- Drug services, with participation fee
- Prosthetic services

¹ See recommendation 7, page 13.

IV. WELFARE SERVICES 1

Recommendation 15 - There should be available a wide variety of services to assist in reaching the objective of helping recipients, or potential recipients 2 to achieve the maximum degree of self-dependence possible.

The services recommended come under two major headings:

1. Core Services

These services should be provided by the agency that administers the proposed general assistance program in the area.

- (a) Counselling should be offered when needed, regarding a wide variety of problems, including those of: budgeting and home management; family relationships; housing or special care, (especially for aged or infirm persons); effective use of health and educational services and employment.
- (b) Rehabilitation Services will require resources both for assessing the potential of the client for improvement, and for developing and implementing a plan for either financial or social rehabilitation of the client or any member of his family.
- (c) Preventive Services should include counselling regarding family problems that threaten the stability of a family unity, vocational guidance for children in assistance families, and both counselling and some financial assistance to persons who might not normally be eligible for assistance but who would be likely to become continuing recipients if preventive help was not extended, e.g. some fully employed and medically indigent people.
- (d) <u>Public Education</u> as a continuing program of interpretation to the community regarding the objectives of the program and the reasons why people may need assistance. As much community participation as possible should be encouraged.

¹ For further discussion see Chapter IV

²See (c) Preventive Services below, for definition of this group

2. Ancillary Services

Recommendation 16 - Efforts should be made to review, expand and co-ordinate existing ancillary services to meet the preventive and rehabilitative objectives outlined in the Canada Assistance Plan proposals.

The Canada Assistance Plan envisages a wide variety of ancillary services (not necessarily directly under the Department of Welfare) both for the financial assistance recipient and for the non-recipient who might become dependent if certain opportunities are not extended to him. These services are to supplement, and should be co-ordinated with, the core services outlined above. Examples of ancillary services are: homemakers service, foster homes for the aged, day nursities, etc.

The Committee did not consider it necessary to delineate the precise organization, sponsorship and functions of these various services, which cover a wide range in the fields of health, welfare and education.

However, the Committee did agree on the following general guidelines:

- (a) Many of these services should, where possible, be voluntary and community based. The public agency would give leadership, offer consultation and financial help in identifying needs, determining feasibility, and in establishing a given service. It could also purchase the service from a voluntary agency.
- (b) In Saskatchewan, many of these ancillary services are woefully lacking and there are few voluntary agencies (those that do exist are chiefly in the main urban centres). It is particularly desirable, therefore, that strong efforts should be made to develop agencies to operate the services. Because of the geographic nature of the province and its sparse population, the Department of Welfare may have to take the lead in demonstrating the need for these services and in some areas administer them.

V. STAFF AND WORKLOADS

1. Staff

Recommendation 17 - Adequate staff to achieve the objectives of Saskatchewan Assistance Plan should be employed and developed. To this end, the following proposals are made:

- (1) There should be an appropriate balance in the numbers of personnel having the varying degrees of qualifications that are required: the ratio of field workers to supervisors should be 6 to 1
- (2) Present staff who wish to make welfare work a career, but whose qualifications are limited, should be helped to improve professionally.
- (3) Appropriate retirement and fringe benefits should be established for all personnel employed under the Saskatchewan Assistance Plan (whether provincial or municipal staff), with provisions that would enable staff to move freely among municipal and provincial agencies without change of entitlement.

(a) Qualifications

After considering in detail both the standards now generally accepted in the social work field and the practical situation in the province, the Committee came to the following conclusions about the qualifications of staff for the Saskatchewan Assistance Plan, in the initial stages at least:

(i) The desirable target is to have sufficient people with the highest type of qualifications to fill key positions within the program.

¹For further discussion, see Chapter V.

(ii) Administrative judgment, based on availability of personnel and the qualifications required for the other professional posts must decide how these positions are filled and how staff is grouped in relation to the key personnel.

In the light of these conclusions, the following standards are suggested as guides in selecting professional staff for the Plan:

Professional Staff Qualifications

Field Workers

Desirable M.S.W. (two years post-graduate training in social work)

Intermediate B.S.W. (one year post-graduate training in social work)

Minimum B.A. or Grade XII and 5 years related experience

Supervisors

Desirable M.S.W. and 4 years experience

Minimum B.S.W. and 2 years related experience.

(b) Staff Ratios

One of the keys to success in any organization is the right relationship, in quantity and quality, between the various staff. The desirable ratio of professional staff in a welfare service agency has been generally recognized by authorities in welfare administration as five field workers to one supervisor. (To the degree that field workers have professional education in social work, their ratio to supervisors can be increased). After assessing the situation in Saskatchewan, a ratio of 6 field workers per supervisor is proposed as the realistic level for the staffing of the Saskatchewan Assistance Plan.

From the standpoint of economy and efficiency, therefore, the most practical and desirable staff unit for the Saskatchewan Assistance Plan would consist of a minimum of ten persons as follows:

Field Workers	Supervisors	Clerical	
6	1	3	TOTAL 10

However, there may be local areas where for practical reasons a minimum staff unit of a supervisor and three or four field workers, plus appropriate clerical staff should be permitted.

(c) <u>Personnel Practices</u>

Good personnel practices are also extremely important in maintaining staff moral and encouraging good performance of duties. For example, persons hired with "Grade XII plus experience" qualifications, without opportunity for additional training, may feel frustrated by their limited opportunities for promotion and/or increased salaries. And all workers can be frustrated by limited retirement and fringe benefits or by inability to move freely from job to job within the program.

2. Workloads

Recommendation 18 - The average number of cases per field worker should not exceed 75 - 100.

The caseload must be measured not only by <u>numbers</u> (or individuals or families) but by the <u>extent of the problems</u> the worker encounters in each case, and the <u>level of service</u> that is expected of him (i.e. his skill). Cases would be grouped according to the supervisor's judgement of all the conditions. The result might be a wide spread in the number of cases between workers at any given time.

The desirable average caseload suggested above is considered necessary to obtain the best results with clients, both in prevention and rehabilitation. However, in view of the changing nature of the caseload (in the first four years there will be a substantial but decreasing number of older persons due to the elimination of Old Age Assistance, and in five to ten years the Canada Pension Plan will begin to exert influence to decrease caseloads), the availability of staff, and of other resources, the Committee proposed an interim standard which is outlined below.

Proposed Caseload Standards

		New Application	ons Each Month
Type of Case*	Average Caseload Per Worker	Approx. Number	% of Active Cases
Aid to Dependent Families	100	3	3%
Social Aid	100	20	20%
Disabled Persons' & Blind Persons' Allowan	ce 150	4	2 . 5%
Old Age Assistance	200	5	2.5%
Supplemental Allowance	300	5 ,	1.6%
OVERALL AVERAGE	170	7.4	

^{*} The titles used are the current programs which will be absorbed in the New Plan.

In Saskatchewan, there were in the summer of 1965, approximately 30,000 cases in receipt of financial help. In addition there were approximately 1,000 applications pending for categorical allowances and an unknown number for Social Aid.

Of the 30,000 plus cases, approximately 22,000 are receiving help from regional offices, the remaining 8,000 from municipal offices.

Applying these caseloads to the above standards, the required staff resources for the Saskatchewan Assistance Plan, compared to the current situation are as follows:

Staff Requirements

		Current (All Ass	sistance Programs)
Full-time Workers	Required	Provincial	Municipal ²
Field Workers	178	54	46
Supervisors	30	9	. 6
TOTAL 1	208	63	52

 $^{^{\}mathrm{1}}\mathrm{Does}$ not include supporting clerical and stenographic staff

Estimate of municipal staff working mainly with clients. It does not include a very large number of municipal officials for whom Social Aid administration was one of many duties.

VI. ADMINISTRATIVE STRUCTURE AND ARRANGEMENTS

1. Local Administrative Units

As indicated in the introduction to this chapter, administration of the assistance programs in Saskatchewan is divided between the provincial and municipal authorities, with a good deal of overlapping between them (see Appendix C). One of the major difficulties is that many of the municipalities are too small to warrant full-time staff (or to afford them even if called for). Therefore, to achieve one of the objectives of the Saskatchewan Assistance Plan ("a comprehensive needs-tested general assistance program--administered in any given area by a single agency") it will be necessary to work towards larger units of administration than most of those now in existence.

It is therefore proposed that:

Recommendation 19 - Municipalities should be encouraged to group together in units (to be known as local welfare units) for the purpose of administering the general assistance program, with regional offices of the provincial Department of Welfare giving service in the remaining areas.

In considering re-organization, the present distribution of cases in the province is of great importance. Appendix G illustrates the staff requirements based on the current number of cases of assistance and the proposed caseload standards noted above. The heavy concentration of cases in areas that include major cities and in the northeasterly portion of the province is reflected in the staff allocations.

On the basis of this survey it appears that probably only the four major cities and their adjoining municipalities could readily establish administrative units in the first stage of the Plan. The Committee, however, also delineated 15 hypothetical units which would be theoretical administrative possibilities.

For further discussion, see Chapter VI.

It is proposed that the recommendation about local welfare units should apply wherever the concentration of case warrants staffing on at least the minimum criterion for effectiveness, i.e. one supervisor and six field workers, or modified to three to four 1. However, the provincial regional worker should continue to carry cases within these units under certain circumstances.

These cases would fall into two groups:

- (a) Those which, in addition to financial assistance, require services that are outside the Saskatchewan Assistance Plan and administered by the Department of Welfare: e.g. child welfare services, probation or other correctional services. These provisions should avoid costly overlapping of staff services and help ensure, as far as possible, that clients only have to deal with a single agency for all their needs.
- (b) There are a certain number of the present recipients of financial help under means-tested categorical programs (administered by the province) whose current permitted assets or income will make it impossible for them to be included in the Saskatchewan Assistance Plan. This group will continue to be served by the regional offices, but this operation would obviously diminish and eventually end as the current cases close since all new cases requiring financial assistance would come under the proposed Plan.

In remote areas not served by local welfare units, the local municipality may have to give emergency financial help, but the cases would be transferred to regional office administration as soon as possible.

2. Boards

In order to increase community participation in and responsibility

¹ See recommendation 17, p. 19, also "Staff Requirements", p. 23.

²See Table 1, p. 97.

for the Saskatchewan Assistance Plan, the Committee agreed that there should be greater use of administrative or advisory boards at all levels. Obviously, the local welfare units, being combinations of several municipalities, will usually need to set up some form of "corporation" to administer the program and this could be an administrative board. When a large city and surrounding municipalities get together, the corporation might be the social service department of the city, with the suburbs contracting for service from it, and in these cases, an advisory board representing the several communities would be set up.

The Committee believes that the regional offices that take part in the Saskatchewan Assistance Plan can also benefit from advisory boards, as the provincial Department of Welfare now does from the existing Provincial-Municipal Advisory Committee on Social Aid.

The Committee therefore recommends that:

Recommendation 20 - An administrative or advisory board should be set up for each local welfare unit, composed of representatives of the municipalities concerned, and of the citizens of communities within the area.

Even if the local board is administrative, it would still perform an <u>advisory</u> function to the various municipal authorities concerned, and also act as a channel to interpret welfare services to the public.

Recommendation 21 - Where a provincial regional office gives direct service in the general assistance program, an advisory board, composed of citizens from the communities covered by the regional office, should be set up to advise it on all welfare services.

Recommendation 22 - The present Provincial-Municipal Advisory
Committee on Social Aid, made up of representatives from the

Departments of Welfare, Public Health and Municipal Affairs, and from the two municipal associations (urban and rural), should continue to advise the Minister of Welfare, through his department, on matters of policy and on problems arising in the various municipalities and between the municipalities and the province. The title of this board should be changed to the Provincial-Municipal Advisory Board on Public Assistance.

3. Consultation and Audit

(a) Consultation

Recommendation 23 - The Department of Welfare should be responsible for providing consultation to municipal people regarding the setting up of local welfare units and on-going consultation should be provided to local and regional units (offices).

The consultant would offer specialized knowledge concerning: professional social work; appropriate organizational structure and administration practices; techniques of evaluation, identification and solving of problems; interpretation of policies and legislation; and in addition he would be a staff development resource person and provide liaison with the department.

(b) Audit

Recommendation 24 - The provincial Welfare Department should employ its own auditors to be stationed at strategic points throughout the Province, perhaps associated with the regional offices.

The audit would include: a pre audit of decisions to grant long term assistance; a post audit of short term assistance; an examination of accounting records, as well as a comparison of signatures on a sample of cancelled cheques with signatures on applications.

¹ It now relies on auditors from the Treasury Department

The implementation of Recommendation 23 and 24 would mean that the present Social Aid Representative position (as liaison between the regional offices and the municipalities) would be abolished.

4. Minimum Standards Required of Local Welfare Units

(a) Standards for Accreditation

Recommendation 25 - Local welfare units should be required to meet certain minimum standards in order to be approved or accredited as administrative units under the Saskatchewan Assistance Plan

Local welfare units will be expected to meet defined standards in relation to: their objectives, composition and operation of the administrative or advisory board, staffing and personnel policies, caseload (staff ratio and caseload management), services, general administration, and research, planning and budgeting.

(b) Agency Responsible for Accreditation

Recommendation 26 - The present provincial Welfare Board should be responsible for deciding whether a local welfare unit meets the required standards for accreditation: for this purpose, the board should be reconstituted.

The proposed composition of the reconstituted Welfare Board would be:

- (1) Representative of the Department of Welfare
- (2) Representative of the Saskatchewan Urban Municipalities
 Association
- (3) Representatives of the Saskatchewan Association of Rural Municipalities

Six members: 3 from the Department of Welfare (including the Deputy Minister as Chairman) one from the urban and one from the rural municipal association, and one from the community at large.

The Welfare Board would continue to serve as an appeal board which is its only active function at present.

- (4) Representatives of the Provincial Auditor or Comptroller of Treasury
- (5) A representative who would bring objective professional competence, required to evaluate standards.

There should be a system of <u>provisional accreditation</u> where there is evidence that the local welfare unit is trying to develop a sound program but does not yet fully meet the minimum requirements, with a time limit set within which the unit would be expected to overcome its deficiencies.

Once accredited, formal review of a local welfare unit's standards would occur every five years unless there were major policy changes or good reason to believe standards had deteriorated.

If a local welfare unit, or the department is dissatisfied with a decision of the Welfare Board concerning accreditation, either would have the right to appeal to an independent mediator.

5. Standards for Regional Offices

Recommendation 27 - Regional offices of the department of Welfare, engaged in the general assistance program, should be required to meet the same standards of administration as local welfare units; however, this would be the responsibility of the department, not of the accreditation agency proposed for local welfare units.

6. Health Services

(a) Administration

Recommendation 28 - Determination of eligibility for health service benefits should be the responsibility of the agency administering the general assistance program; payment of accounts, including those of medical indigents, should be by a central agency of the provincial Department of Public Health.

Note also, the annual joint review of problems, progress, and plans under "Consultation" Chapter VI, p.87 and 88.

The administration should incorporate four features:

- (1) Payment by the Department of Public Health to the vendors (Doctors, druggists, etc.)
- (2) No extra billing to the patient except where provided for in the Regulations.
- (3) Maintenance of direct communication between the paying agency of the Department of Public Health and the Public Assistance Branch of the Department of Welfare.
- (4) Simplicity and economy.

(b) Proposed Legislative Changes

Recommendation 29 -

- (1) Appropriate authority to administer the proposed program of health service benefits should be placed, by legislation, in the Department of Welfare and the Department of Public Health.
- (2) The present legislation concerning Health Care for Indigents should be removed from the Municipal Acts.

Health care would be an integral part of the Saskatchewan Assistance Plan and no longer the sole responsibility of the municipalities (as it is now). It is therefore logical that legislation with regard to the health service should be under Department of Health and Welfare Acts.

. Appeals

Recommendation 30 - The general assistance program should provide (as under the present social aid program) the right of appeal by clients and applicants including medical indigents and fully employed as follows:

(1) The Board of a local or Regional unit should establish

an appeal committee; if the client is not satisfied with the decision of the appeal committee, he should be able to appeal to the Welfare Board.

(2) The directors of local welfare units and regional administrators should have the same right as clients and applicants to appeal from the decisions of the local or regional appeal committees to the provincial Welfare Board.

8. Movement of Clients

Recommendation 31 - Under the Saskatchewan Assistance Plan, recipients should be permitted to move about without restrictions provided that: they take responsibility for locating and obtaining their own accommodation, there is no upward adjustment in their allowance, they do not require material assistance to effect their move, and no disposal of assets is involved that may affect their eligibility.

A pamphlet would be produced outlining clients' rights and responsibilities in this regard. $^{\!\!1}$

Recommendation 32 - When a client moves without meeting the required conditions, the situation should be reviewed on an individual basis by the Director of Public Assistance. In the meantime necessary financial aid should be given by the public assistance agency in his new place of residence.

Pamphlets about the total program would also, of course, be prepared.

VII. PROPOSED COST-SHARING IN THE SASKATCHEWAN ASSISTANCE PLAN

1. Background to the Recommendation

The Committee was guided in its decisions by the following views and positions stated by representatives of the three levels of government in the course of the study:

(a) Municipal

- (i) The senior governments should share in the administrative costs of welfare at present borne by the municipalities.
- (ii) The senior governments should share in the health services costs of social aid recipients, and of medical indigents.

(b) Provincial

- (i) Municipalities should contribute 10 per cent of the cost of the financial allowances in the current Social Aid Program to ensure their interest in sound administration.
- (ii) Financial allowances, unless they are accompanied by counselling and other services, are unlikely to be successful in restoring people to self-support or even in preventing deterioration in self-respect and positive attitudes while they are dependent.

(c) Federal

On the basis of information available to the Study Committee, it appears that the federal government proposes to share costs with the province under the Canada Assistance Plan as follows:

- (i) Financial aid and the cost of health services, for all persons in need as defined by the provincial needs test, would be shared 50/50.
- (ii) In order to improve services, the costs of administration and of existing preventive and rehabilitation services (e.g. counselling) provided by the public agency would be

shared 50/50 above the expenditure in the "base year". 1

- (iii) The cost of new services (e.g. day centres for the aged) would be shared 50/50 by the federal government.
- (iv) The cost of services to people who, in the opinion of the welfare authority, may, in the absence of such services, require financial assistance.

2. Cost Sharing Proposal

When the per capita sharing arrangement for the Social Aid program was devised in 1958, it meant that in the base year 1957, municipalities collectively would have paid a little more than 6 per cent of the financial aid issued under the program. Since that time, the percentage has increased slightly, and in the fiscal year 1964-65 the reimbursement to the province from municipalities estimated for the fiscal year 1966-67 would account for slightly more than 7 per cent of the aid under that program. ²

Bearing in mind the provincial view that this part of the municipalities' contribution should be raised to 10 per cent in any continuing or reorganized Social Aid program, the committee arrived at its cost-sharing proposal for the Saskatchewan Assistance Plan on the basis of the following calculations: They are grouped under the three main headings listed above and assume the implementation of the Canada Assistance Plan:

The federal government's proposal is that:

⁽a) A cut-off point (the "base year") would be established in relation to administrative and service costs in the province;

⁽b) The federal government would contribute to the costs of any extension or improvement, above the "base year", of the administration and services existing at that time;

⁽c) Administrative costs would be shared for units in which there is at least one full-time welfare worker.

²See table V, p.99.

³See recommendation 33, p. 35.

- (a) For the part of the new program that is now Social Aid, the municipalities should pay on the basis of 10 per cent of cost of the financial assistance granted, with the federal government paying 50 per cent of the cost of the total aid program (including present Supplementary Allowances, Aid to Dependent Families, etc.) and the province paying the remainder of the cost of the total aid program.
- (b) Municipalities should pay on the basis of 50 per cent of their estimated current costs for health services to Social Aid recipients and 50 per cent of the estimated costs for medical indigents under the proposed program, with the federal government paying 50 per cent of the total costs of health services (including for medical indigents) and the province the remaining costs of all health services under the program. ²
- (c) The municipalities should pay on the basis of 50 per cent of the current estimated administrative and services cost of Social Aid, with the federal government paying 50 per cent of any increased or new administrative and services costs over the "base year", 3 and the province paying the remainder of these costs.

Even with the increased municipal payment for the Social Aid segment of the program, the collective municipal share of the estimated initial total cost of the Saskatchewan Assistance Plan assuming the proposals are accepted by the Provincial government will be only approximately 5.7 per cent because of the proposed federal government participation in the Plan.

See Table VI, p.100 for estimated amounts, 1966-67.

² Ibid

³ See footnote, p. 33

⁴See Table VI, p. 100.

Since it will be impossible in future to isolate the former Social Aid segment of the Plan, and as it is important to ensure that the municipalities, who are financially the weakest of the three levels of government, are not unduly burdened by future fluctuations in costs, the Committee therefore agreed to the following proposal (assuming the implementation of the Canada Assistance Plan proposals):

Recommendation 33 -

- (1) Municipalities should collectively pay 5 per cent of the total cost of the Saskatchewan Assistance Plan; further, the maximum figure that their proportion could be calculated on, would be the estimated base year cost, increased at no more than 3 per cent per year.
- (2) Federal cost-sharing in the program should be as indicated in the Canada Assistance Plan proposals.
- (3) The province would assume the remainder of the costs.
- (4) A periodic review of the provincial-municipal cost sharing formula for the Plan should be undertaken at least every 5 years, and oftener if major changes take place (within 5 years) in the program, or the cost-sharing arrangements with the federal government.

VIII. PUBLIC EDUCATION ABOUT THE PLAN

Recommendation 34 - An intensive program of public education, relations and communication should be undertaken to interpret the findings and recommendations of the study.

The municipal and provincial officials involved in the Study are all well informed on present public assistance programs operating in the province, and have become reasonably knowledgeable about the goals and intent of the proposed Canada Assistance Plan. However, it must be recognized that the public at large do not have occasion to become familiar with the present programs, nor have they had any opportunity to learn of the proposals made in the Canada Assistance Plan. It is anticipated therefore, that many of the proposals and recommendations made by the Committee may appear revolutionary to the public, who may not be ready to accept such changes. For this reason, the committee strongly urges a program of public education, to communicate and interpret the findings and recommendations of the Study.

CONCLUSION

It should be noted that the recommendations and proposals of the report are a compromise resulting from discussions between departmental and municipal representatives. Sometimes the objectives and interests of these two bodies are quite different. The overriding concern, however, was to arrive at sound proposals that would offer enhanced and increased opportunity to disadvantaged groups, proposals that would be realistic and that could be supported and implemented by the present provincial government.

As already mentioned, welfare in Saskatchewan (as in other provinces and nationally) has been based on a piecemeal approach. To a degree, this has been caused by reactions from time to time to economic difficulty, by powerful lobbying in favour of filling certain gaps in service, and, of course by political expediency. In the past, the most usual method has been to single out groups of people who were disadvantaged or who had public sympathy and to try to solve some of their ills by the payment of assistance. This approach has often led to regarding the giving of financial aid as almost an end in itself. Moreover, the old means test method of determining eligibility, while it was perhaps cheaper to administer, was not related to the specific needs of the individual and therefore did not meet the most important requirement of a good welfare service. That is, it did little, in many instances, to alleviate the need of the individual, whether this was economic, social or emotional. The new approach (the needs test) while still applicable to depressed groups and people with certain kinds of handicaps, has as its prime objective the meeting of the individual's need for assistance.

In addition, it is now a recognized fact that the meeting of immediate or prolonged financial need must be supported by giving the individual recipient an opportunity to use the resources available to him and to attain the highest degree of independent functioning and self-

support possible. However, while this new approach is easy to talk about, it is another matter to put it into effect. What it really calls for is some major changes in the whole field of the provision of welfare services.

The staff and other people who are now engaged in giving these services will have to shift their focus from that of being mainly "assessors" to the role of "enablers" and "helpers" in the true sense of the words. The new approach also means a fuller recognition of the fact that welfare alone is not the answer to all of society's ills and that to act as though it were, would be an exercise in futility. It has become increasingly apparent that other existing or new facilities and resources (e.g. for health, education, housing) must be co-ordinated and made to work together to meet the demands for the satisfaction of genuine needs.

Against this background, the issuing of public assistance or the proposed Canada Assistance Plan must be viewed in the total context of our society. Each is only one measure in the Canadian social security program which includes the Canada Pension Plan and many other additional programs designed to combat poverty in Canada. They must all be used together in order to realize the full potential of the total design.

ADDENDUM

The Government accepted the recommendations of the Study Committee in principle, but modified some of the specific recommendations.

Recommendation 2

It was the consensus of the Committee, that an increase of 12 per cent in the total monies now being issued for material aid would be necessary to achieve the desired objectives of an "adequate standard of financial assistance." The government agreed to a 6 per cent increase only. The Committee concurred, after consideration, because if allowances were increased 12 per cent across the board, some recipients would actually end up with a higher income than the average earnings in many parts of the province. A 6 per cent increase was, therefore, accepted as appropriate for the first year of the plan. Deferring the full impact of the total planned increase, also allows the Government a space of time in which to begin grappling with the relationships of assistance to earnings. In the Committee's view, the solution to this dilemma lay in raising the minimum incomes for employed people rather than in reducing the standards of assistance allowed for the actual needs of individuals and families.

The goal of the Saskatchewan Assistance Plan therefore, should be to attain allowances commensurate with costs of items of need as quickly as possible. The distribution of the 50 per cent cut for the initial year is a detail which the department itself has worked out. If favourable economic conditions prevail in the province, the long standing problem of Social Aid recipients receiving a higher income than employed citizens working in the lower income brackets should diminish.

Recommendation 14

The Committee resolved that persons nominated under the general assistance program or as medical indigents should be eligible for comprehensive medical care and listed the services which they considered should be available.

The Government decided that the personal liability for drug costs should remain at the 50 per cent which had been in effect under the Aid to

Dependent Families and Supplemental Allowances programs rather than be reduced to 25 per cent as recommended by the Committee.

Recommendation 18

With regard to Workloads, the average number of cases per field worker ideally should not exceed 75 - 100. The proposals of the Committee took into consideration the shortages throughout the country in welfare personnel. Caseloads ranging from 100 to 300 were, therefore proposed for the first year of the plan.

The Government was not prepared to authorize the large increase in staff that this proposal entailed until the Department had some experience with the new program. The staffing approved necessitated an adjustment in caseload to the following:

CASELCAD STANDARDS ADOPTED

Type of Case*	Average Caseload Per Worker	New Applications as a Percentage of Active Cases **
Aid to Dependent Families	137	4 cases (3%)
Social Aid	137	27 cases (20%)
Disabled Persons' Allowance & Blind Persons' Allowance	205	5 cases (2.5%)
Old Age Assistance	274	7 cases (2.5%)
Old Age Security Supplemental Allowance	410	7 cases (1.6%)
	TOT	AL 50 cases
AVERAGE	233	10 cases

^{*} The titles used are the current programs which will of course all be absorbed into the new Plan. However, they are useful brief descriptions of the type of case that requires more or less service.

When the Government's decision was reported to the Committee, the members recognized it as realistic to the extent that experience of service needs is lacking and that it could likely have been impossible to recruit the recommended number of staff immediately.

^{**} Per Month

CHAPTER II

GENERAL ASSISTANCE BENEFITS AND ELIGIBILITY REQUIREMENTS

· Along with the philosophical principles enunciated in the first section of Chapter 1, with regard to how people should be treated when they apply for aid, there is an equally important, though unwritten, basic principle that should guide an assistance program. To give aid in the correct spirit or manner and in a sufficient amount to meet physical requirements is not enough. It should also meet the individual's need to be considered a person of worth and dignity. This premise was one of the prime considerations that the Committee kept in mind in its deliberations concerning benefits.

1. Items of Basic Need

As mentioned in the Plan, the items of basic need as they now exist under the Social Aid Program were carefully reviewed and studied.

(a) Food

The survey and work undertaken in arriving at what food is essential to maintain good health was done by having the Department of Welfare nutritionist, as well as the provincial nutritionist, review the necessary food components. The Canada Food Rules and the Montreal Diet Dispensary literature resources, were also reviewed. Subsequent to establishing what the basic food requirements were, a geographically representative group of chain and corner grocery stores were surveyed with a view to obtaining the actual price of these commodities. As already noted, ² a 25 per cent increase in the present food schedules was considered desirable.

¹ See recommendation 2, p. 10

²See p. 10.

It should be remembered that at the present time there are provisions for adjustments of food allowances in the Social Aid Program, Along with the basic food allowance, there is an adjustment factor of two dollars which is added to the single person's food allowance, and of one dollar for a couple's. On the other hand, if the family unit is four or more, there are corresponding reductions from the basic food allowance. The rationale here is that for a single individual or even for a couple, it is not as economical to buy and prepare food as for a large family where, it is believed, bulk buying and less wastage can result in certain economies. This rationale may be open to considerable question because it is difficult to determine whether or not assistance families do or can necessarily operate in this way. However, the Committee agreed that the present adjustment figures should be maintained for the time being.

It is interesting that in the discussions, certain members felt that the desirable food increase was much too high. They acknowledged that the cost of living had risen but argued that considerable numbers of self-supporting persons, in some places whole communities, had less income than the level of allowances under consideration would provide. Other members of the committee reported that they had tried living on the present social aid schedules and that it required very careful management to do so. These tests were, of course, not too valid because a person experimenting with the food schedule knows full well that at any time he chooses he can abandon the allowance schedules, and even if he adheres to them religiously, he knows too, that at the end of the month or when he has proved his point, he can abandon them, which is a comforting thought not enjoyed by the poor.

Another interesting point that time did not permit of exploring, and which might well be a subject for future study, has to do

with interviewing assistance recipients. It would be very helpful indeed to interview clients about the food schedules and find out whether or not they actually do purchase food in the way that administrators expect them to, and for which the schedules are designed. Since the program should take account for the clients' views, such a project could provide most useful information.

(b) Clothing

A list of essential clothing items for the various age groups had been compiled in 1959 when the Social Aid Program was inaugurated. This list was based on studies, from both Toronto and California, and was partially based on value judgments as well. During the course of the present Study, some adjustments were proposed in the list of basic items of clothing. Some articles no longer in vogue were deleted. In compiling the new list, implications of local buying habits were taken into account. The secretariat priced medium quality and medium priced articles of clothing as listed in current catalogues.

It was agreed that the clothing schedules seem adequate for adults, but some inadequacies were noted in the older children's age groups. Female children's clothing needs were found to be somewhat more expensive than male clothing needs in the same age group. However, to avoid having two schedules for this age group, but still meet need, the Committee chose schedules which are slightly biased towards female needs. The desirable increase in these particular age groups for children represents a total overall increase in clothing expenditure of approximately 7.2 per cent.

The Committee was unable to test out its premise that a medium quality and medium priced article of clothing is really the best buy. It would be useful to do so since it might turn out to be

more economical in the long run to purchase a good quality, more highly priced article of clothing which would wear longer. This would involve inducing clients to buy and use clothes in this way.

The increase originally suggested for clothing allowances was only slight as compared to food because the clothing schedules were revised upward in 1962 when it became apparent that they were considerably out of line. The desirable level was accepted by the Committee with little discussion.

(c) Personal Care

The present allowance schedules for these items include such things as haircuts, toilet and other personal cleanliness preparations and grooming articles. The schedule of allowances was originally quite low. Numerous value judgements emerge in trying to list components that should make up this list of requirements, which in any case is difficult to do since personal items, by their very nature, vary greatly from individual to individual. The stated philosophy of "support for the dignity and worth of the individual" was not always easy to apply during the discussions.

Among questions raised were: whether male assistance recipients should be permitted regular haircuts at two-week intervals, whether women should be allowed some basic cosmetics, whether clients should have certain amenities related to personal hygiene. Committee members certainly tended to use their own personal values (of what they would need) as a guide. Yet a feeling appeared from time to time that perhaps people on assistance should not be permitted this or that "frill". This is in line with a fairly widespread, though often unconscious tendency to believe that the unfortunate and the disadvantaged should have a lower standard of living than the employed and self-supporting. The reason for this view seems to be a conviction that this situation will provide an incentive to people,

without which they would no longer be interested in striving for independence, a premise that has not been sufficiently proven. A further concern of some of the members was that levels of assistance should not be such as to make recipients of assistance a high-income group in the community.

However, after considerable discussion it became apparent to Committee members that many people use these items of personal care while they are in a state of self-support and that it would be a real deprivation to go without them when becoming assistance recipients. Some members felt very strongly that assistance recipients do not necessarily have to "look the part" by being frumpy or inadequately groomed. There was also some comparison of personal item allowances with those of some of the neighbouring provinces and states, and the Saskatchewan rates were again found to be low. The Committee finally agreed that a 72 per cent increase over the present allowance schedule would be desirable.

(d) Household and Laundry

This item of allowance includes such things as home cleaning fluids, soaps, waxes, brooms, etc. Again the Committee encountered some difficulty in formulating a list of necessary components that should be included. However, the "going" prices for these articles were obtained from various hardware and department stores, and considerably less argument took place than about some of the other schedules as it soon became apparent to the Committee members that the current allowance was grossly inadequate. This, in part, was due to the fact that when the Program was inaugurated, there was little experience available about these needs and costs and a rather conservative estimate was made.

On the basis of actual need and pricing, and after comparing rates with those of other provinces, it appeared that a 175 per cent increase over the former rates was desirable. Although this sounds like a rather drastic increase, the actual dollar

amount is quite modest: i.e., the original rates, struck in 1958-59, ranged from \$1.30 to \$1.50 per month, depending on the size of family; the proposed increase is to a range of \$3.60 to \$9.74.

(e) Fuel and Utilities

- (i) As indicated in the Plan, the present allowances for oil, wood and coal are in line with current costs on the basis of information obtained from fuel supplying companies. The reason these allowances are still adequate is probably that the initial rates which were struck when the program was inaugurated were appropriate and there have been no significant increases in the cost of these types of fuel in the past few years.
- (ii) Natural gas allowances, however, were found to be inadequate and it is recommended that they be increased by 23 per cent over the present schedules. While natural gas rates have not increased since 1959, the estimate in arriving at these schedules at that time was obviously too low, especially as most of the clients have homes which are poorly insulated, if at all, and often not in the best state of repair. Comparison of the present schedules with the studies concerning average consumption that the Saskatchewan Power Corporation has compiled, confirmed that an increase of 23 per cent would be desirable.
- (iii) The allowances for electricity were also found to be too low. Information obtained from the Saskatchewan Power Corporation indicated that in 1964 there was an approximate 7 per cent drop in the overall cost relative to kilowatt hours for electricity. Again, however, our initial estimate had tended to be low; in fact, for certain clients the

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present rates of allowance are actually less than the basic or flat rate charged by the Corporation. Another point to note is that most public assistance clients do not have many electrical appliances and, consequently, their rate of consumption is lower than average; they therefore pay the highest rate per kilowatt hour since rates drop progressively with increased consumption. As a result of these facts, a 40 per cent increase in the present allowance schedules for power throughout the province seems desirable.

(iv) Water: In the past, information on water consumption rates has been obtained from the Local Government Board, which gathers information about the expansion of sewage and water programs and about consumption. Unfortunately, only limited information was available during the course of the Social Aid Study as the Board has, for some time, been limited in its ability to compile such data.

However, some interesting facts were noted. The estimate of the allowances for water costs, as struck for the Program in 1959, was found to be reasonably adequate in rural municipalities and cities, but inadequate in towns and villages. Moreover, water rates have increased in the villages and towns throughout the province with the advent of sewage and water programs. In effect, this means that some clients are at present paying a higher flat rate than the allowance actually provides for. Accordingly, on the basis of the facts supplied, the Committee recommends a 17 per cent increase in the water allowances for clients in towns and villages. There should also be provision to allow payment of actual costs where circumstances warrant so doing.

(t) Shelter

(i) Rent:

The present allowance schedule for rent in the Social Aid Program has been criticized periodically as being inadequate. In the past few years, this schedule has been discussed at the Provincial-Municipal Advisory Board to determine whether or not the allowances should be raised. Local administrators felt that, particularly for larger families, it is difficult to find suitable accommodation under the present rates. On the other hand, they were somewhat reluctant to increase the rates of rental allowance for fear that owners will increasingly raise the asking price for rents and clients will not benefit by the increase.

Again, the results of the interviews conducted with the Municipal Welfare Officials bore out the fact that in some areas the allowances for rent are not adequate. However, the Committee felt that the current rental rates should be maintained under the Saskatchewan Assistance Plan as long as the present "discretionary" provision in the Social Aid Program was also retained. This provision allows a local administrator to provide the actual rent where individual circumstances warrant.

(ii) Room and Board:

Similar problems have been experienced with the room and board allowance, and many administrators find the rates are inadequate. However, there has again been reluctance on the part of municipalities to agree to increasing these rates because of doubt as to whether the benefits would be passed on to recipients. It has also been found that the rates for ordinary room and board in many centres are reasonably adequate. However, these rates do not meet the need of clients who require more personalized care.

The present provisions of the Social Aid Program do provide for exceeding the room and board rate on an extreme hardship basis if clients require additional care. The Committee therefore recommeded that the present room and board rates be maintained, and also that the provisions to waive these rates in cases of extreme hardship be continued. Again, the decision will be made at a local level.

(g) Special Allowances and Exceptions

Throughout the present Social Aid Regulations there are a few special allowances, exceptions or alternative methods of calculating allowances for items, that are somewhat confusing and unnecessary. In particular, the Committee agreed that an allowance schedule for special foods should no longer be part of the regulations, and that the present waiting period concerning clothing and personal care allowances for employable persons should be eliminated.

The Committee also agreed that rates for meals purchased away from home should be brought into line with current costs. Concerning utility allowances for long term recipients, it was agreed that the use of equalized payments (the yearly amount averaged for each month) would help cut down the need to frequently re-calculate budgets; however, the actual utility costs should be paid where schedules were not adequate.

2. Items of Special Need

(a) Special Care Allowance

Until the present time there has been very little leeway in the Social Aid Program, for making expenditures on behalf of clients to ensure certain special types of service. Now, with the focus on prevention and rehabilitation, it is proposed that a special care allowance of up to \$25 per month on the basis of need, be made available to handicapped clients. The basic purpose of this allowance is to help these people undertake personal activities suitable to their condition. For example, a handicapped individual

may need to pay someone to do difficult tasks around the home; with the special allowance, the handicapped person can operate independently, make his own arrangements and actually buy this service. The allowance should have great merit in promoting a sense of personal achievement and satisfaction. In addition, the client could participate in activities of daily living that were not possible in the past because there were no resources to pay for them. The Committee agreed that the proposed allowance represented a progressive step, well worth taking.

(b) Home Improvement Allowance

An allowance is now proposed which would make possible the construction of additional rooms or alterations of dwellings owned by the recipients that are not adequate for the family's needs. This in no way implies that public assistance funds will be used generally for capital construction. However, experience has shown that in some instances it is beneficial for clients to remain in a particular locality because they are comfortable, because resources to help them are there and, most important, because they wish to stay there. Limited or inadequate accommodation, especially in some of the smaller rural centres and even in the larger urban centres, often forces clients to move. While the assistance program will pay for the move, it would sometimes be preferable to permit some renovations or additions to the dwelling, particularly if alternative, more economical accommodation is not available. This provision will allow an administrator to assess an individual situation and pay a "special need" allowance for structural changes if warranted.

(c) Burial of Indigents

This problem has been plaguing administrators for some time. At present, if an indigent dies within the boundaries of a given municipality, this municipality will take the initiative in arranging for burial and the payment of the accounts. However, it is at this point that administrative entanglements begin.

Some indigents have really no fixed abode. The municipality often has difficulty tracing down the local government unit, perhaps in another province, that is legally responsible for the costs incurred for the burial. Many of these cases are not settled for months, and the inclusion of the cost of burial of indigents as a "special need" shared under the proposed Saskatchewan Assistance Plan would be greatly appreciated by municipalities.

For information: in the calendar year 1963 the total expenditure in Saskatchewan for burial of indigents was \$25,773. The cost per capita of the population was only about .027 cents. Thus the dollar amount at stake is not great; however, the time and administration costs are considerable.

(d) Telephone:

At the present time, only the Supplemental Allowance program permits a telephone allowance, on the basis of need. For example, a telephone allowance can be paid to an elderly couple if there is sickness in the home and therefore a need to be in touch with the doctor or other people in the community.

In considering this item under the proposed Saskatchewan Assistance Plan, Committee members agreed that a telephone is no longer a luxury. However, they were rather reluctant to make the payment of a telephone allowance automatic as a <u>basic</u> item of need. Accordingly, they recommended that this allowance be paid on the basis of special need, the decision to be made by the local administrator. It was felt that many clients will require a telephone, e.g., an employable person who is awaiting notification from the National Employment Service might very well need a telephone to ensure continued contact with this agency; where there is illness and where there are families

¹ Figures received from the Department of Municipal Affairs as reported by local governments.

with young children in isolated areas, a telephone may be a necessity. The Committee's decision was also based on the opinions of the 14 Municipal Welfare Officials interviewed, who felt that a telephone allowance was not essential as an item of basic need.

3. Ceiling on Income, and Status of Employable and Employed Persons:

(a) Assistance to Employable Persons

It should be noted that both prior to, and since, the inauguration of the Social Aid Program in 1959, the need to assist employable persons was recognized and the Program made provision for such assistance. Provided a person is unable to obtain employment, he can at present receive assistance which together with other resources, would not exceed 95 per cent of his normal earnings, or \$200 a month whichever is the lesser. If, however, this means that his actual allowance is grossly below what is needed by himself and his family, an "extreme hardship" decision can be made on an individual case basis to exceed the 95 per cent or \$200 formula. This decision is currently the responsibility of the Department of Welfare.

These particular regulations have come under a great deal of criticism from both the provincial and municipal administrators who claim that they cause undue hardship to clients and involve considerable administrative decision-making which impedes the helping process.

Perhaps at this point it is worth noting the reason for setting the limitation as it now exists. Initially, when the Program was drafted in 1959, no such limitation was imposed for the employable person. It was intended that each case would be assessed and, on the basis of an individual judgement and merit of the case, aid could be granted. However, both the

See recommendation 5, p. 13.

administration of the day, as well as the municipal associations, were fearful that without some kind of limitation, negative effects could result in that there might be little incentive to the employable person to return to work. It was argued that if an individual receives more money while on assistance than he can actually earn through self-support, human nature being what it is, this individual will not seek to become independent. Hence the insertion of the limitation before the Social Aid Act was passed in 1959.

Although the argument in favour of an income ceiling sounds very logical, it is certainly a generalization. Some people may react this way, others would not, and the effectiveness or the validity of the objective of this kind of limitation has never been really tested. After much discussion the Committee came to the conclusion that the incentive to return to work was not only desireable but needed strengthening. Many alternative methods were considered, but in the end, ceiling on income still seemed the most workable.

The Committee therefore decided that the present formula should be changed to 90 per cent of normal earnings or normal earning ability. However, to protect clients it was agreed that if extreme hardship would result from this limitation, the amount could be exceeded, and that the ceiling could also be waived, if it were felt desirable, for clients undertaking a formal rehabilitation program, e.g., vocational training. It was also agreed these decisions should be made by the executive head of the agency administering the new legislation and not referred to the department for approval as is now the procedure.

In changing the formula the Committee felt that 95 per cent of normal earnings was such a small reduction that it probably did not provide the desired incentive to return to employment. However, it was felt that the amount should not be lowered so much that all cases would have to be subject to "extreme hardship."

The reason for deleting the \$200 formula was because administrators in the past have tended to use the figure \$200 automatically, as being easier than choosing between 95 per cent or \$200, whichever is the lesser.

It must be stressed that any formula such as this does not solve a difficult problem; it is simply an arbitrary procedure that assists an official to make a decision that is not entirely subjective. The Committee agreed that public assistance programs do have a residual responsibility for not only the employable person but for the fully employed (see below). However, it was strongly urged that other government and private measures should be unaugurated to alleviate the problems related to low paid employment rather than have these inadequacies become a welfare responsibility. Such things as the increase of minimum wages, increase of family allowances, free school books, low rental housing projects, and projects under the Industrial Development Act (Canada) or the Agriculture Rehabilitation and Development Act (Canada) were all mentioned as possibilities for solving these difficulties.

(b) Assistance to Employed Persons

At the present time, the Social Aid Program and the needs-tested provincial categorical programs provide for the paying of assistance to fully employed persons under certain conditions known as "extreme hardship". The Committee members had considerable discussion about this situation. Some members expressed concern that assisting the fully employed person, even on the basis of "exceptional circumstances", could mean subsidizing employers; others felt it could also mean that minimum wage laws and poor working conditions for the employed might not be improved if public assistance is used to bridge some of the gaps which should rightfully be solved by the employer and the employee or by some kinds

¹ See recommendation 6, p. 13.

of provincial or national programs other than public assistance. Certain members also advanced the view that assisting the fully employed could result in the individual taking less initiative to improve himself or his situation and less responsibility for the needs of himself and his family.

On the other hand, the Committee agreed that, while these points might have some validity, it is difficult to ascertain or prove that employers will indeed be subsidized or other negative effects will ensue. There are certainly people who work full time at their optimum capacity and earning power, yet their income does not meet their needs. While the Committee agreed that it is hard, on the basis of "social justice", to know where to draw the line as to which fully employed persons will be assisted and which excluded, it recognized that a welfare program does have a responsibility towards such families and also that this responsibility might take even more expensive forms than subsidizing income (e.g., having to take under-nourished children into care).

In reviewing the experience over the past years, the Committee found that there have been relatively few fully employed persons assisted under the "extreme hardship" provision. For example, in the year April 1964 to March 31, 1965, the records indicated only 61 known cases in which fully employed people applied for supplementation and were accepted. An additional 6 applied but were rejected, making a total of 67 cases considered. Compared to the overall caseload of roughly between eight and nine thousand, this is a very small number.

Perhaps the number is small because the methods of detecting some of these cases have not been too effective. At present, these decisions are made by the regional offices which report them to a central branch for recording. It is possible that some of these decisions have not found their way to the central agency, a possibility strengthened by the fact that since the inauguration of data processing, considerably more fully employed cases have been identified as applying for assistance since April 1965 than in the same period in the previous year. In the projected figure from April 1, 1965 to March 31, 1966, it is expected that approximately 200 fully employed persons will apply and be accepted for supplementation. However, even this is still a relatively small figure in the total caseload.

The Committee therefore recommended continuing help to the fully employed in special circumstances. However, as already noted above, the Committee would prefer to see alternative measures employed. It also urges that the experience under the Saskatchewan Assistance Plan be closely watched over the years and a review of policy on this matter be made from time to time.

4. Requirements Regarding Assets of Assistance Recipients

(a) Cash Assets

At the present time, the various programs in Saskatchewan have different provisions for the retention of cash assets. These provisions were arrived at in rather an <u>ad hoc</u> manner as programs were developed. Where powerful lobbying groups existed, certain groups received concessions not necessarily based on a logical rationale about the needs of clients. Aware of this fact, the Committee tried to arrive at an overall equitable set of regulations on the retention of cash assets, based, as far as possible, on clients' needs. This objective is not easy to attain since varied value judgements enter into decisions and also, once again, there is a lack of sufficient information about needs and about the effects of policy.

The basic question is: should an assistance recipient on a needs-tested program retain any cash assets? Presumably if the assistance schedules are adequate and cover a person's needs, there can be some real doubt as to whether any cash resources should be kept by the client. On the other hand, there is a growing view that the disadvantaged and the unfortunate should be allowed, and can indeed be encouraged toward self-help by allowing them some resources which will enable some freedom of action. Cash assets are one expression of this view. Moreover, if a client can retain some cash assets, he does not have to

See recommendation 7, p. 13

²See p. 13.

bother the administering agency for every slight need that may arise, and therefore administrative costs may be cut and demands on administrative time reduced.

After considerable discussion, the Committee concluded that some retention of cash assets should be allowed for a number of reasons including:

- (i) The purpose of rehabilitation and of restoring people to independence would be defeated if they had to get rid of all their cash assets before they qualified for assistance. Such a procedure would simply make their re-entry into the labour market and return to self-support all the more difficult.
- (ii) Some of the categorical assistance clients who are at present in receipt of assistance are permitted to retain cash assets, usually in the neighbourhood of \$1,000 for single and \$2,000 for married persons (higher for some categories). If these people are to come into the Saskatchewan Assistance Plan, implemented according to the Canada Assistance Plan proposals, and be no worse off than they are now (which is a stipulation that the federal government has made), it is essential that some cash assets be retained.

Having agreed on the principle, the Committee was still faced with how to determine what types of clients should be permitted to retain cash assets, or whether every assistance recipient should be treated alike. The Committee finally agreed that, in view of practical considerations and of an assessment of the degree of readiness in the community to accept the principle of retaining cash assets, an amount universally applicable to all clients could not be proposed at this time. Accordingly, it recommended that clients be generally classified into three groups:

^{1 |} See p | 13, 14.

- (i) The short-term employable cases: This is the type of client who may be on assistance approximately 90 days or less. In these kinds of situations, an individual may be waiting to get unemployment assistance benefits, he may be waiting for another job to materialize or to realize on some assets or resources. Such a person, the Committee believed, should make use of all his cash assets before becoming eligible for assistance. This provision also applies to fully employed persons.
- (ii) The long-term employable cases: This is the type of person who may be expected to be in receipt of assistance in excess of 90 days and who hopes to get back into the labour market but may experience some delay in doing so. For such people, the Committee considered that \$100 cash assets for the single and \$200 cash assets for the married person should be retained.
- (iii) The long-term unemployable cases: These are people, who, because of age, handicap, lack of education, etc., will probably never be able to become self-supporting again. The Committee agreed that, in these instances, \$500 for the single and \$1,000 cash assets for the married person should be retained when assistance is granted. Faced with the prospect of the remainder of their lives on assistance, such people need the support, both moral and practical, that this small measure of financial independence would give.

Along with the decision regarding the retention of cash assets, the Committee decided to eliminate the present provision, under the Social Aid Program, for retention by people with dependent children of the cash surrender value of life insurance up to \$600. When this is combined with the burial allowances (\$300 for a single to \$600 for a married person) for certain groups, 2 it is now possible

This view might be queried on the ground that, as already mentioned, allowing retention of cash assets may be an incentive rather than a deterrent to independence and self-support.

²See p. 13.

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or the good fortune to purchase life insurance. For this reason, the Committee agreed that the provision about life insurance should be eliminated, a conclusion that gave added weight to the decision to increase the cash asset allowance for long-term unemployable assistance recipients.

(b) Real Assets

Experience has revealed problems with the present provision of calculating as net income 90 per cent of the gross income from the rental of self-contained living quarters which are part of the recipient's dwelling. Ten per cent of the gross did not allow enough margin to cover costs and to provide an incentive for recipients to realize income in this way. It is therefore recommended that the net income calculation be reduced to 80 per cent of the gross.

5. Retention of Other Provisions

The Committee recommends that all other provisions under the present Social Aid Program having to do with benefits and eligibility requirements should be retained and incorporated into the new Saskatchewan Assistance Plan. These include such matters as conditions for assessing income, retention by a person of his own home, and certain exemptions for part-time and casual earnings. Under "special needs", it covers such things as travel by clients who must undergo medical examinations or who are seeking employment, movement of families where necessary or desirable, special clothing and diet because of illness; it also includes such things as repairs to household equipment, payment of back bills if warranted, rehabilitation allowance and educational costs other than tuition for children, school books, etc., and many other features too lengthy to list in full.

Recommendation 8, p. 14

² Recommendation 9, Ibid.

The reasoning here was that these benefits are essential to a sound and efficient public assistance program. These provisions have been in operation in this province for some time and have proved effective. These services to clients should be continued in the future.

6. Advances and Over-payments 1

In the present Social Aid legislation, there is no provision for issuing aid on a repayable basis or for the recovery of overpayments from clients.

The Committee proposes that advances be allowed to an individual who will be able to realize on resources in the very near future but who has an immediate need for cash. It also recommends the recovery from clients of actual over-payment, if they have resources and/or withheld information or made misrepresentations. Obviously there would be no point in doing so if it simply meant increasing assistance in the future. Also, experience has shown that the amount involved often does not warrant the administrative cost of recovery. However, clients should be held responsible for their actions and public funds should be protected. There should therefore be some provision for recovery of over-payments, either on a voluntary basis or through legal action.

Recommendation 10, p. 14.

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CHAPTER III

HEALTH SERVICES 1

1. General Benefits

As mentioned in Appendix H, "A Historical Review of the Health Problems", the present situation regarding health care benefits is quite varied as between the various assistance programs now operative in Saskatchewan. In addition, there are some legal administrative difficulties:

- (a) The Problem of residence: It is difficult to determine what municipality is responsible for health care; moreover, it takes 30 days before a person who moves can establish residence, and this can be quite a burdensome problem if that person is lacking funds.
- (b) Though <u>legislation</u> exists, it would appear that the legal interpretation holds no one responsible for non-insured services (that are not emergency to save life) to indigent people. These include such items as drugs, prosthetic appliances, optical and dental services which are not at present covered under the joint medical-hospital program.
- (c) There is the problem of unpredictability of the <u>cost</u> of providing health services. The cost of an extended illness of even one indigent person can severely strain the resources of a small municipality. Certain individual municipalities, which wish to give the desirable basic health services to their clients, find themselves with a considerable burden of costs that could not be estimated in advance.

The Committee felt very strongly that appropriate health services should be available to assistance recipients. Accordingly, they

¹See Chapter I, p. 15, 16.

Recommendation 12, p. 13.

recommended that certain components of health services be provided. The Committee agreed that there should be no waiting period and that legislative responsibilities should be clearly defined.

The Committee members were somewhat reluctant to recommend direct patient participation in the cost of optical, dental and drug services. They recognized that, in theory at least, one should accept that professional people in the various fields exercise their judgement in determining whether services are essential and, if so, the client should get full benefit. They were disturbed by the fact that if, in a needs test program, allowances are paid in accordance with needs but omitting certain segments of health care, it becomes exceedingly difficult for clients to find the extra money to cover the portion of health costs for which they are liable. In effect, this means that clients will have to use, for this purpose, monies allocated for food, clothing, etc.

However, information from health experts suggested that it was not always possible for health personnel to control unreasonable demands for service. Moreover, Committee members were impressed by reports from other provinces, from the United States and from the United Kingdom, which they felt indicated that some special controls (e.g., "deterrent" fees as they are usually called) of certain services needed to be established, and that these controls could keep down costs. Hence the qualifications listed with regard to optical, dental and drug services.

However, the Committee strongly recommends, for drugs and dental services, that if the patient liability would cause extreme hardship, it should be waived.

2 Medical Indigents

A particular problem that the Committee considered was that of the

Recommendation 14, p. 16.

² Ibid.

medically indigent. These are people who are normally self-supporting but who, if faced with the costs of a medical crisis, short or long-term, are unable to assume full or sometimes even partial responsibility for them. One of the difficult tasks in determining eligibility for this group is to identify them. Once identified, there is the problem of administering a program that will meet their needs.

It is proposed that, when a non-recipient of aid encounters financial difficulty because of medical costs, he should make application for assistance. In calculating his eligibility, the needs test basic allowance schedules for general assistance would be used, with the addition of the anticipated costs for medical services. Eligibility would be calculated on a 12-month basis, and if a budget deficit occurred, that amount would be provided to the recipient through the "medical indigence" service of the Saskatchewan Assistance Plan. This amount might be paid direct, as occasion arises, to the vendor of the service (e.g., doctor, dentist). If a long-term need is established, it might be meet through joint medical-hospital tax to cover the insured services, with payment for the non-insured services authorized on the basis of "episodes of need", or through the issue of a health services card, as for recipients of financial assistance.

3. Residence and Pre-existing Conditions

Both the medical indigent and the assistance recipient would receive health services anywhere within the province; all levels of government sharing collectively in the cost. The abolition of the present residence requirements that now lead to "haggling" between municipalities and waiting periods for clients could be accomplished by considering anyone "physically present" in the area as eligible to apply for assistance without the requirement of having lived there

Recommendation 13, p 15, 16

² Recommendation 12, p. 15.

over a period of time. This would mean improved service to clients since coverage would start as soon as other eligibility requirements were established.

It would also solve the problem of health care for transients and for people in institutions. The present residence requirements create problems for both of these groups. Being able to disregard pre-existing medical conditions when considering eligibility for health services will do away with difficult administrative procedures and much hardship to clients.

4. Legislation

It is also recommended that the legislation concerning responsibility for health care, formerly part of the Municipal Acts, be transferred to Department of Welfare and/or Department of Health legislation. This is proposed in order to tidy up legal jurisdictions. Having the legislation in the Municipal Acts previously was appropriate in view of the fact that health care was a municipal responsibility. However, under the Saskatchewan Assistance Plan, health services are envisaged as an integral part of a general assistance service, and therefore the authority and responsibility should be vested in either the Department of Health or of Welfare, or both.

5. General Advantages of the Proposed Health Services Plan

At present the municipalities, which choose to offer comprehensive health services to their clients, often find the cost rather prohibitive. Others cannot cope with "catastrophic" costs for even a single client. These problems would be eliminated to a large degree under the new Plan, as costs will be pooled by the three levels of government. The problem of unpredictability of health services costs will remain, but at least the cost risk will be spread.

Recommendation 29, p. 30.

This sharing of costs makes it possible to design a standardized program of health care within the Saskatchewan Assistance Plan. Thus the great variety and inequality in the kinds of health services now provided should disappear, to the benefit of both the assistance recipient and the medically indigent.

It is recognized, of course, that should the program be implemented, some time will elapse before administrative techniques are refined so that they can operate to the fullest advantage of the client.

CHAPTER IV

WELFARE SERVICES

Financial assistance is the cornerstone of a comprehensive welfare program, yet by itself it only assures that the physical needs of the moment are met. The meeting of physical needs is necessary and essential; however, for many recipients this is only a palliative measure which has little or no effect on the underlying causes of dependency. The Committee and the previous provincial/municipal advisory committee of past years have been cognizant of the need of other services and resources to bolster the financial assistance component, and the inclusion of these services was a foregone fact from the first.

The objective of supporting services and community resources is to assist clients to achieve their full potential in independent living. This can mean the achievement of self-support and a higher degree of freedom, or, if this is not entirely possible, then some lesser measure of independence and a more satisfying living experience.

Obviously all assistance recipients do not require such additional services; many of them can function to their full potential on their allowances with only routine attention. However, for many others, financial help without such services may fail to achieve one of its chief purposes - combating dependency - and may even end by creating this condition.

The Committee used the questionnaire interviews 2 to help it explore the attitudes of the municipal authorities towards services and the views of municipal welfare officers as to what services were thought

See recommendation 14, p. 16.

See Appendix D.

to be essential and/or were most often requested by clients. The question of services was also explored with various federal departments, with other provincial departments, with the United Appeals and local welfare councils within the province, and with such voluntary organizations as the Canadian Welfare Council and the Family Service Association of America. Research was also undertaken into the literature on the kinds of services and the standards (and how these can be measured) that are desirable for public assistance recipients.

As a result, the Committee concluded that two broad classifications of services are necessary:

1. Core Services

Core services are those that should be provided by the general assistance agency that provides direct services to clients.

Four major types of core services have been identified above, 1 counselling, rehabilitation, prevention, and education (or interpretation) to the public. It should be noted that these are not all of the same order or mutually exclusive. For example, counselling (a direct service to clients) is a technique that can be used in maintaining the status quo, or in prevention or rehabilitation. The latter two (i.e. prevention and rehabilitation) are not single services in themselves; rather, they represent what might be termed "philosophic approaches" that make use of many individual services to attain these ends. And a public information service affects clients only indirectly but is nonetheless vitally important to the attainment of measures to meet their needs.

The following are some of the points about core services that concerned the Committee in its deliberations:

¹ Sec p . 17, 18.

(a) Counselling:

This may take the form of help regarding family relationship problems, budgeting and home management. The aged and infirm may need guidance about housing or special care. Anyone may need counselling about health and educational services. Direct face-to-face counselling of clients is, in fact, the "backbone" of all the measures that may be needed to support financial assistance, and it requires the highest possible degree of skill and experience.

(b) Rehabilitation:

This means re-establishment of (or at least improvement in) self-respect and self-support, and this aim should permeate the total program. As soon as a person becomes eligible for public assistance, the field worker establishes his need, and the cause of the need, and must begin planning with the client as to how he can improve his situation. If possible, the worker should help the client through formal rehabilitation plans (such as assessment, upgrading of, or further, education and retraining) or through informal rehabilitation facilities (such as recreational services, social and cultural contacts) so that even if he cannot engage in remunerative work, he can live a fuller life.

(c) Prevention:

At the present time, most services are geared to meeting the immediate problem. It is hoped that in future, under the Saskatchewan Assistance Plan, families, particularly those with children, can be helped before they become dependent or get involved in problems that lead to crisis and breakup. This preventive service requires early detection of the problem and reasonably intensive service. It will be the aim to provide such service both to assistance families and to non-

assistance families (even if the breadwinner is employed, e.g., the medically indigent).

(d) Public Education:

In our times, the term "welfare" has an emotional connotation and it is variously defined and interpreted. Frequently when the mass media deal with this topic, it is either in the form of promises disseminated by a political party to garner votes, or it is a defensive statement by an official in reply to some specific criticism. The broad picture receives scant attention. Never it seems, does the public receive a sober and factual account of the objectives of welfare programs, their importance to the individual, or their implications for society as a whole in terms of the preservation of human values and the stabilizing effect they have in the economy.

The Committee agreed that a well thoughtout, coordinated, and continuing program of public education was essential for the public's initial acceptance of the Saskatchewan Assistance Plan; and the continued interest, cooperation and support by the public of the existing welfare measures. This is not to say that the Committee desired blind acceptance and support by the public of this or any other welfare program. What is desired is an informed public, who can express intelligent responses to alternatives, and for those who are clients--that they may be fully aware of what services exist and how to avail themselves of these services Furthermore, for those in the community who have talents and time to offer, there is a great deal of opportunity for voluntary participation in various levels of welfare: through planning bodies, through boards, or through actual service programs on a voluntary basis. But the community needs to become more aware of these opportunities.

The Committee believes that all these additional services should be offered to everyone under the general assistance program, including transients and medical indigents. And because of the preventive aspects of welfare services, they should also be available to persons who might not normally be eligible for financial assistance but who would likely become continuing recipients if this kind of help were not extended.

2. Ancillary Services

There is also need for a wide variety of additional services that should supplement and be co-ordinated with the core services outlined above, and which might be under either public or community auspices. The Committee's views on these ancillary services have already been recorded; the following elaborates on the kinds of services that are envisaged.

(a) Leisure-time Services

Such services might include community clubs, either within or apart from settlement houses or neighbourhood centres, where the emphasis would be on social and recreational activities that allow individuals and families to broaden their experience and that offer an outlet from daily routine.

(b) Special Care Services

In an industrially mobile society, where relatives and friends are scattered and where either both parents work or the father is dead or absent, the need is very evident for some type of community day care which would allow mothers to pursue work or other activities and know that their children receive proper care and training. Day care, or foster home care are

See p. 18, including recommendation 16.

also needed for elderly people who are unable to function independently in their own dwellings but who do not require costly institutionalization. These services may also include homemaker service, of which there is a great dearth in this province. Such service would help families to operate households more efficiently and in many instances allow the family to remain together rather than having children placed in other homes; or it may simply give families an opportunity to cope with life in a more satisfying manner.

(c) Employment Services:

While there have been some efforts made in this area beyond the actual placement of individuals in positions, there needs to be a great expansion of vocational assessment, guidance and counselling for citizens. These services are particularly necessary, for example, for the socially handicapped, and for persons who have been affected by social and economic changes. There is also great need to help people reach resources that are now available and to assist them in relocation and re-establishment.

(d) Educational Services:

Again, various kinds of services exist in the province but they are largely along traditional educational lines, aimed at providing opportunity for people who already have at least several grades of formal education and who have the capacity to learn within the present educational administrative structure. However, experience has shown that there is a real need to provide educational services of a more imaginative nature.

There are, for example, people in the community who are actual or potential assistance recipients, who may have ability to learn but lack even the basic school grades required for the

"upgrading" educational course, which will not take people who have only a Grade II or III education. A study of the social aid caseload in the City of Prince Albert in 1963-64 indicated that many of these persons with only two or three years of schooling are functionally illiterate. In the past many of these people were able to hold down jobs in rural communities or as manual labourers elsewhere. However, with changing conditions, e.g., the coming of mechanization, even these kinds of jobs are no longer readily available for them. A different kind of upgrading program is needed. Present programs, besides requiring too high a grade level for admission are accelerated programs which demand considerable learning ability. Programs should be developed which would be better geared to the way and rate at which nearly illiterate adults can learn.

For some of these people, work-training programs need to be developed. These are programs through which an individual is taught such elementary matters as reporting to work on time, and the rudimentary rules in employer-employee relationships, along with basic skills of reading and writing and oral communication. For other people even more handicapped, such facilities as sheltered workshops are required. Expansion of existing or creation of new vocational training and retraining facilities is needed for those who have the educational qualifications and ability to use them.

The children of many families on public assistance find it difficult to study at home because of crowded and noisy conditions. Some types of supervised study centres, either in the school or in other community facilities, should be explored. Kindergarten services should also be established in centres where they are now lacking. Again some specially adapted programs may be desirable since underprivileged

children need a different kind of stimulation than children from the average middle class home.

(e) Other Services

These could include the establishment of family courts which would greatly enhance and supplement marital counselling services and improve our techniques for helping children in families. Most useful too would be a general system of legal aid to indigents who are often victims of the law because their resources do not permit them the usual protection that other members of society have. Stepped up low rental housing programs, including special housing for the aged and the handicapped, are a crying need for the disadvantaged people in the province.

Each of the services listed above could be discussed in some detail, nor is the list by any means exhaustive. As already noted, the Committee did not feel it was within its scope to recommend the specific types of services, that must be provided nor to indicate who should sponsor or administer them. It was also the thinking of the Committee that as a beginning is made in the core services, what other services will be needed will become clearer. However, it strongly urges that further study of the matter should be undertaken and that imagination should be used in trying to set up supplementary or ancillary services, not only for public assistance recipients but for the community at large.

At present, this is only available under two specific sets of circumstances, involving the Department of Welfare:

⁽a) Minimal legal fees may be paid for action under the Deserted Wives' and Children's Maintenance Act if the judge is satisfied that a person lacks resources to pay a lawyer. Receipt of public assistance is not a requirement for this legal aid.

⁽b) Clients of any service of the department may receive legal assistance for any purpose which in the judgement of the department would be desirable.

² See p. 18, second paragraph

The Committee envisages that negotiations and discussions will have to take place among various community and voluntary agencies throughout the province in order to find out what services are now being offered, what the needs are, and the feasibility of establishing additional agencies and expanding or perhaps curtailing or terminating certain existing ones. The Committee proposes that the province, through its financial and consultative services, should try to stimulate the establishment or expansion of these services, if the need is apparent and the service is practicable.

It is recognized that, in a province such as Saskatchewan where the population is scattered over vast areas, many of these services will have to be centralized, and that some difficulty in dispensing service to clients will be encountered. Possibly more mobility is required of the agency staff administering the services. However, there are nuclei of the various services mentioned above already existing informally in the community, and these can perhaps be built upon or expanded.

It is important to recognize that, to establish some of these ancillary services, considerable resources in staff and money will be required which will affect the timing of their development. The initial aim should therefore be to provide a good solid financial assistance program, with counselling and casework services geared to providing people with the opportunity to improve their condition and to reach the highest possible degree of selfsupport. However, the Committee believes that supplemental services should be planned and established, where need is indicated, as soon as possible because they will help in reaching the objective of providing a truly satisfactory service both to clients and to the community at large.

¹ See p. 18, para. (a).

CHAPTER V

STAFF AND WORKLOADS

The present regional staff who carry out the categorical programs that are the direct responsibility of the Department of Welfare include: an administrator or director of each regional office with professional education in social work; supervisors, who also have professional training in social work and at least two years experience; and field workers who have a B.A. or Grade XII education and at least five years related experience, e.g., in teaching, nursing etc. The general staff ratio is one supervisor to six workers and one clerical staff to two workers. Except for special caseloads in the Aid to Dependent Families Program, the workers do a minimum of counselling. Their tasks are largely administrative, e.g., eligibility establishment and review of circumstances relative to the award of the allowances.

Of the approximately 700 administering municipal units throughout the province, only about 12 employ any full-time staff. Three of the staff in the major cities have post-graduate training in social work. The other units are staffed by part-time people whose education mainly ranges from Grade VIII to Grade XII; a few have university training. In rural municipalities, the municipal secretary-treasurers, who usually serve as municipal welfare officials, are well-qualified administrative personnel with a minimum of Grade XII and extension courses in municipal administration.

The staff resources necessary to man the services are the key to a successful program. A sufficient number of competent staff not only ensures that clients receive adequate service, but as proven elsewhere, it is a more economical operation. Moreover, as an agency develops, people will expect, even demand, more and better services, which in turn will call for more and better staff. If the province wishes to provide good welfare services, it must face up realistically to this inevitable situation.

In the "Project Phase" of the Prince Albert Social Aid Project, additional workers were hired and caseloads reduced. Better services to clients and improved administration has resulted in a substantial decrease in Social Aid costs.

The basic necessary requirements with regard to staff have already been outlined. The realistic approach includes, of course, an appreciation of what is practical in the current situation. To this end, the Committee carried out a thorough analysis of welfare staff and workloads (or caseloads as they are called in welfare services) as they now exist in the Province under the following headings:

- The size of the problem, i.e., the total caseload in the province.
- The caseload by category of assistance.
- The caseload by municipality.
- The number of persons involved. NOTE: "Caseloads" identifies only recipients who may be heads of households made up of several members.

The Committee also reviewed and debated generally accepted theory and practice with regard to educational standards, organization and weight of caseloads in relation to welfare staff, then evaluated the future needs required in all areas to carry out the proposed Saskatchewan Assistance Plan. As a result, the Committee reached agreement on two important inter-related administrative realities:

- (1) It will be necessary to "stage" i.e., gradually introduce, a program that will ultimately reach the desirable establishment in staff including numbers, qualifications, organization and relationship to the caseloads.
- (2) As a result, it is necessary to set up both "desirable" and "minimum" targets in staff and caseloads for the Saskatchewan Assistance Plan.

In addition, the Committee agreed upon the following administrative, supervisory, and personnel policy principles:

- (a) Adequate clerical support for professional staff is essential.
- (b) Adequate supervision of field workers is essential.
- (c) Sound personnel practices are vital to efficient staffing.

Recommendation 17, p. 19 - 21.

These should include:

- (i) Adequate salary scales;
- (ii) A good retirement plan and other fringe benefits that are portable among jurisdictions (municipal and provincial) administering the plan;
- (iii) Opportunity for advancement through promotion from one job to another, among local units or provincially, within the Saskatchewan Assistance Plan;
- (iv) Educational opportunities for current or future welfare staff to improve their professional qualifications, and therefore, the possibility of professional advancement within the Plan.

1. Qualifications

Having accepted these administrative principles, the Committee recognized that it was not too realistic to assume that workers with the desirable training could be readily, if ever, obtained to fully man the Saskatchewan Assistance Plan. It would be necessary to use the staff that could be found, in the best way possible in relation to the various levels of work required.

For example, cases needing intensive casework and counselling should be so classified that workers with professional training in social work, or workers who have demonstrated skill in this area would carry them. There may be other cases which require only financial assistance, and perhaps referral for other services, where basically the worker's task is concerned with establishing eligibility and testing its continuance. Such cases may be handled by staff who have demonstrated ability to work with people and to carry out the eligibility screening process, even if they do not have formal training in social work.

In addition, the Committee suggests that use of "case aides", people without any social work training or previous relevant experience, who might at
all stages of the program be used to relieve other staff in certain defined
activities. These people might be full-time or part-time employees, or
voluntary helpers who could be called upon by the agency when needed. Such
work might involve accompanying clients who are referred for special services
or are undertaking complicated changes of residence. Many of these ex-

periences can prove very frightening to individuals, but the kind of "help" they involve does not require social work training or a high degree of experience. In any event, such case aides would work under competent supervision.

Workloads and Staff Ratios

The Committee proposes 1 as a "desirable" goal that the average caseload should not exceed seventy-five to a hundred families. Within this number, one worker might carry only 30 to 40 cases that require intensive work, while another might be dealing with well over a hundred that need only routine attention, but both situations would represent a balance between staff resources and client needs. The Committee's decision concerning average caseload was based mainly on the experience of the welfare departments in Saskatchewan and neighbouring provinces, and was also supported by findings in current literature on this subject.

It will be noted that the Committee has recommended, in line with the need of staging an <u>interim standard</u>, that during the transition period caseload figures could exceed the seventy-five to a hundred average. However, the eventual objective is to achieve "desirable" caseloads, which are more manageable in relation to the types and numbers of staff that can be successfully recruited and maintained. It is a known fact of administration, whether in social work or other activities, that if the span of control and the assigned responsibility exceed the capacity of an individual, diminishing returns will result, and what might be gained financially in staff reduction will be lost in overpayment and mismanagement in the administration, as well as absence of services designed to prevent or overcome dependency.

The Committee's proposals on the average size of caseloads were based on

Recommendation 18, p. 21.

See chart, p. 22.

Ibid.

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their knowledge of the needs of the following types of cases, and the anticipation that the staff proposed would provide adequate administration, and a minimum service to the kinds of cases outlined below which make up present programs:

- (a) The kinds of cases now dealt with through the Aid to Dependent Families program usually involve single people and families under the ages of 65 who often require a goodly amount of service. It is suggested that a worker might handle approximately a hundred cases of this type, plus new applications. According to actual case records, new applications under Aid to Dependent Families comprise approximately 3 per cent of the active caseload, i.e., an additional three cases per month for each 100 current cases.
- (b) The Social Aid type of cases are similar to those in (a) above and also require considerable service, frequently on an intensive short-term basis. New applications range from 20 per cent to 25 per cent of the total cases on a monthly basis, and are at their highest in the larger urban and rural centres. This would represent a turn-over of twenty or more cases for each 100 current cases.
- (c) People now receiving Disabled Persons' Allowance or Blind Persons' Allowance are obviously suffering from handicaps that call for some service from workers, although less than for the first two groups. The Committee has therefore recommended an interim average caseload of 150 for this type of client. According to the records, about 2.5 per cent of this kind of caseload (3 to 4 cases monthly per caseload) are new applications.
- (d) Under Old Age Assistance, much less service is usually required and the Committee has recommended an active interim caseload averaging 200; the new applications run about 2.5 per cent, or five new applications per month per caseload.

The caseloads of these programs will make up the initial caseload of the Saskatchewan Assistance Plan.

All the average monthly figures assume, of course, that some active cases would be closed out or become relatively inactive during the period because people cease to need financial assistance and/or service.

(e) For Supplemental Allowance, an average caseload of 300 is considered possible as an interim measure; new applications form about 1.6 per cent of the caseload (approximately seven new applications per month per caseload).

The Committee related these interim workloads to the total number of cases now being served in the province and found that a total professional staff of 208 (i.e. field workers and supervisors) would be required initially to launch the Saskatchewan Assistance Plan. The current provincial and municipal professional staff are shown below:

* Staff Requirements

Full-time Workers	Required	programs)	
		Provincial	Municipal
Field Workers	178	54	46
Supervisors	30	9	6
	7L0000000	N_DWCT	paralements
	208	63	52

* Does not include supporting clerical or stenographic staff.

Current (all assistance

The number of supervisors (thirty) recommended for the Plan is based on the ratio of six field workers per supervisor. Supporting clerical and stenographic staff are required on the basis of one stenographer to handle the work of two field workers, including the supervisor. The present municipal staff actually falls close to this professional ratio, with six supervisors and an estimated 46 field workers. The surplus of field workers is due to the fact that a good number of them operate one-man agencies, doing their own typing or using the stenographic resources of, say, the city administration of which the Social Aid unit forms a part.

The present figure of 54 full-time provincial field work positions was calculated by adding together the working times of a larger number of workers. Although a majority of the field workers devote full-time to public assistance, a number may be carrying half a caseload of public

assistance and half of child welfare. The addition of the accumulated working hours of the part-time public assistance workers gives the actual full-time worker requirement, rather than the number of people now employed.

The present "full-time" figure of 46 municipal field work positions also includes a number of people who devote only part of their time to welfare work, and these allocations were added together to make up full-time units. Precise allocations were rather difficult to obtain even though the summary of replies to the Study survey of municipal welfare officials does indicate some estimate by their people of the time spent on welfare administration.

There are a large number (probably over 600) of part-time municipal workers whose activities cannot be meaningfully converted into "full-time" figures since, in the smaller municipalities, their work may be limited to an occasional case. However, these activities have been taken into account in the above calculations of staff requirements.

See Appendix E

CHAPTER VI

ADMINISTRATIVE STRUCTURE AND ARRANGEMENTS

Most welfare administration in the rural and small urban centres is done by people who have very limited caseloads and who, while they would like to do a good job, often do not have the time or the opportunity to gain experience that will enable them to become skilled in understanding and administering the program. These deficiencies in administration have concerned the municipalities and the provincial government, and the Study Committee was anxious to devise a plan which would make possible viable units capable of providing effective services.

The Committee at first considered retaining an administrative structure similar to what now exists, but with larger municipal units to administer welfare. Any provincial-municipal cost-sharing arrangements then entered into would have had to be related to the levels of performance of individual units or municipalities (with the aim of providing incentives for their improvement) rather than to an overall standard. Also, it would have left unchanged the present duplication of responsibilities between the provinces and the municipalities. It soon became clear on the basis of the experience since 1959, that whether the Social Aid Program is continued or whether or not the Saskatchewan Assistance Plan (together with the Canada Assistance Plan) is implemented, the present municipal structure for administering welfare in Saskatchewan is not adequate.

It can be readily appreciated that with over 700 administrative units throughout the province, there is inevitably a wide disparity in the kinds and quality of service offered. For example, as already noted, many small municipalities do not even employ one person full time to carry out all municipal functions including welfare. A municipal official may only have an occasional case for a brief period of time and may go for over a year without any clients. Consequently, he may not even know the administrative techniques which should be employed or be familiar with the regulations.

Considerable overlap in services and administration now exists among the various

financial programs. Any recipients under the means-tested categorical programs who do not have all their requirements met must make separate application to the municipality in order to augment the basic means-tested allowance. This requires dual administration which is wasteful and difficult to co-ordinate. It also means that a client has to go to two sources to have his needs met. In addition, the clients under the present needs-tested categorical programs are still required to go to municipal offices for special requirements such as school books, travel or medical expenses, etc., causing considerable complication both for the client and the administrator. The Committee was very anxious to propose an administrative structure that would either alleviate or eliminate, some or all of these problems.

1 Local Administrative Units

The Committee came to the conclusion that the administration of financial assistance under the proposed Saskatchewan Assistance Plan called for the use of two administrative structures: the present regional offices (with slight modifications) of the provincial Department of Welfare, and local welfare units formed through amalgamating the welfare administration of several municipalities.²

The local unit would be administratively viable, having a caseload sufficient to warrant a trained supervisor and at least three or four field staff. Because of the anticipated limited staff resources, it will probably be necessary in some cases for emergency aid to be issued by a local municipality as at present. Then, from rural municipalities and small urban municipalities, the case would be referred for further aid and necessary eligibility establishment, etc., to the appropriate regional office.

This arrangement somewhat violates the principle of only one agency administering aid in a given geographic area. Once the Plan has matured, this kind of procedure would, it is anticipated, cease to exist, except possibly in very remote areas where great distance

¹ See Appendix C

²Recommendation 19 (formerly 18).

makes it impossible for the regional office to provide immediate service. Examples of such areas are unorganized territory such as the Northern Administration District, and certain areas where only travel by air is usual. Indeed, in such areas it may be necessary to make arrangements for the use of local resources to establish eligibility and carry on service under regional supervision, with a "fee for service" paid by the regional office.

Throughout the major part of the province there would be only one financial assistance agency in any given geographical area, to which people would apply for assistance. The aim would be to provide a flexible service that meets the needs of recipients and allows the administering agency to supply welfare services, e.g., casework.

Welfare programs other than public assistance (such as protection, child care, rehabilitation or corrections) will remain as they now are, under provincial jurisdiction. It is proposed that if the province would also give the financial assistance for that particular case even though there might be a local unit operating in the same geographic area. This is recommended so that clients would not have to deal with different agencies in trying to have all their needs met. The new approach tends to co-ordinate services.

The Committee was able to determine, for any given municipality, the number of categorical allowance recipients and the number of Social Aid recipients "in pay" in the summer of 1965. The Committee was also able to estimate quite closely the number of people involved (i.e. including dependents of the recipients) and to determine where the concentration of cases occurs in the province. It was relatively simple, therefore, to suggest where it might be feasible to set up local welfare units. The Committee believes that it will be possible to develop ten to fifteen such units in the foreseeable future.

At the time of the Study, there were approximately 30,000 cases in receipt of financial help in the province; of these cases, 22,000 are

Sec p 25.

receiving financial assistance through regional office administration. The remaining 8,000 are being administered by the municipal offices. If 15 local welfare units should be established, there would be a marked shift in responsibility because the municipalities would be responsible for approximately two-thirds of the 30,000 cases and the province the remaining third, instead of the other way around, as at present. This is significant because throughout the deliberations of the Committee, the municipal associations have expressed fears that, under the proposed new administration, so many small administrative units would disappear that local control and autonomy would be threatened. Although the administration of these cases will be lodged in larger and much fewer units, they would still be under jurisdiction of local government.

The four anticipated units at Saskatoon, Regina, Prince Albert and Moose Jaw would, under the interim staffing standards, require 55 field workers and 7 supervisors. The Regional Offices would require 123 field workers and 20 supervisors to serve the remainder of the province. This would mean that roughly one-third of the caseload would be administered by local units, which is very similar to the present situation.

It seems likely that these four cities would meet the accreditation criteria. To obtain the required caseloads for these cities the Committee envisaged that each city would include for welfare purposes an appropriate rural area surrounding the city. This was thought desirable because of the movement of people between a city and its environs, and the expansion of urban centres.

If the fifteen hypothetical local units were created under interim staffing standards they would require 107 field workers, and 22 supervisors. This would leave the remainder of the province, to be administered by Regional Offices, with 69 field workers and 12 supervisors.

It is noted that in the Committee's estimation of staff needs under the fifteen local units, a total of 210 workers and staff would be required for the province. Under four local units a total of 208 staff would be required. The reason for the discrepancy is that some of these hypothetical units could not achieve easily the most efficient client/worker

or worker/supervisor ratios. Indeed, the Committee's estimation is probably conservative. Moreover, it is often difficult to get a professionally trained person to take up residence in a small community.

It should be pointed out that while it appears technically possible on the basis of caseloads to establish approximately 15 local units in the province, it may not be easy to carry out this plan. The Department of Welfare has for the past number of years made some attempt, without administrative cost-sharing, to promote amalgamation of municipalities for welfare purposes. The experience has been that it is very difficult to get even four municipalities to agree to set up a unit and to exercise appropriate control. The Study showed that in a number of instances, it would be necessary for as many as nine to twelve municipalities to band together to support a viable administrative unit under the proposed Plan. (This conclusion was based on an examination of caseload concentration, and on considerations of geography related to centres for shopping and leisure-time activities). Except for the four larger urban centres and a few municipalities surrounding them, it seems somewhat doubtful that local units would develop soon.

In any event, the department in conjunction with the municipalities, is committed to support the principle of local welfare units and to help establish them according to the standards and framework outlined in the proposed Canada and Saskatchewan Assistance Plans. There is a strong conviction in this province that local units have a role to play in welfare administration and financing. However, where these units do not quickly materialize, the province will have to administer this general assistance program upon its inauguration.

2. Boards

The Committee agreed that to maintain local involvement and to keep

This is in contrast to the trend in a number of other provinces. See the Selected Reference List, Appendix J for reports of Royal Commission in Manitoba and New Brunswick and the Study Committee on Public Assistance in Quebec.

in contact with the community, it is essential that provision be made for local citizens to participate in the administration of the Plan. Accordingly, it is proposed that advisory boards be set up for both the regional offices and the local welfare units. The regional advisory board would interpret programs to the community, stimulate new programs, identify gaps in services and relay back to the agency some of the effects services are having on the community. It would of course have a "line" relationship with the department, and a mutually "advisory" relationship with the Provincial Advisory Board. 1

The local welfare unit board could be administrative and/or advisory, depending on the nature of the corporation formed by the municipalities in the unit. In any event, the local board would have an advisory function very similar to that of the regional advisory board.

If the local welfare unit board is also administrative, its function includes direct responsibility for actual administration of the agency, concerning itself with such matters as staff, salaries, services and agency policy. A local welfare unit would have a "line" relationship with the local administrative board, which in turn would have a direct line of communication to the department concerning "policy clarification" and a mutually "advisory" relationship with the Provincial Advisory Board. 2

3. Consultation and Audit Program

(a) Consultation

The Committee discussed the question of consultation in some detail. It was considered important that a number of staff be available to act as liaison between the Department of Welfare (acting for the provincial government, the policy-making agency)

¹See Board Relationship Chart, Appendix I.

² See Board Relationship Chart, Appendix I.

³See Recommendation 23 (formerly 22) and following paragraphs, p. 27.

and the regional and local administrations which are implementing bodies. Additional functions of these people could be program evaluation and planning, as well as assisting in the development of appropriate resources within the community. Examples of this last are: exploration of need for certain services by the consultant and the area or regional office; help by the consultant on special problems in a given area, such as culturally depressed groups, school dropouts, or lack of medical facilities. The local administering agency, with the consultant, could help the community to become aware of problems and to mobilize existing resources, or create new ones, to meet these needs.

It is not intended that the public welfare agency or an outside "expert" would move into a community to point out its shortcomings and make recommendations. Initiative and action for change should come from the community itself. It is hoped that the agency and the consultant would help in stimulating and achieving this.

The basic qualification for these consultants should be competence in social work and in administration. It would also be desirable to have specialists available in social science fields related to welfare, such as community planning, economics, sociology. The Committee has agreed that the consultants should be on the staff of the Department of Welfare and that the department should decide exactly where they would be stationed. (Municipal representatives on the Committee have indicated some interest in having these persons attached to a central agency, i.e., having headquarters with the department in Regina.) The Committee has recognized that it will be difficult to obtain consultants who have the knowledge and experience required by this type of work. Some staff training "on the job," through formal courses or institutes, may be required.

(b) Audit

The purpose of the auditors, recommended by the Committee, 1 is not

Recommendation 24, p. 27

only to maintain a financial check on operations but, in effect, to carry out a running evaluation of the administrative aspects of the program. This is considered desirable in order to detect and correct errors as quickly as possible. At the present time, while an internal pre-audit is done of case records in the regional offices, there is only a periodic post-audit done in the municipal offices, and only on a sampling basis in larger centres. Consequently, there is delay in checking case records and errors may not be picked up until the annual review of the total municipal welfare operation. Thus considerable overpayments may occur. If, however, the auditors are stationed right at the "front line," are trained to be conversant with the intent and the interpretation of the legislation, are under supervision and responsible to the central agency, many of these errors should be speedily corrected, or even avoided (to the benefit of the clients) as experience improves the making of good case decisions.

4. Standards of Local Welfare Units

In recommending standards and procedures for accreditation of local welfare units, $^{\rm l}$ the Committee was guided by the following principles:

- (a) The evaluation method should be uniform throughout the province but not inflexible.
- (b) Minimum standards should be defined.
- (c) A deadline for achieving minimum standards, as well as stages towards achieving these standards, should be established.
- (d) The criteria for accreditation should be understandable and as simple as possible. 2
- (e) The accreditation process should be such that the total performance of the agency could be evaluated.
- (f) The accreditation process should include an appeal procedure.

Recommendation 25, p. 27.

²See Appendix F

The Committee agreed that the accrediting body should include representatives from different fields related to welfare with particular competence in social work and in administration.

Initially, it was agreed that cost-sharing not related to standards would provide no incentive for local municipalities to form workable local welfare units or to improve existing sources. It was then proposed that variable rates of reimbursement be used to encourage change. However, systematic review of caseload distribution in relation to desirable standards showed that many municipalities or groups of municipalities could not achieve minimum standards. Further, the Canada Assistance Plan provided that administrative costs would be shared only where at least one full-time welfare official was employed. It was then decided that regional offices must administer assistance in many areas. To prevent cost considerations being a determining factor whether local units or regional offices administered assistance, all provincial and local administrative costs were to be pooled. It also became necessary to design an overall standard which any unit desiring to administer the program must meet to gain accreditation.

While the Committee set up broad principles, and outlined general areas for exploration in the accreditation process, it made no attempt to elaborate the procedures in great detail. This task will be undertaken by a technical committee to be established. The form and details of the accreditation process will also be determined to some degree by the types of corporations that will be set up by the local welfare units.

It is interesting to note that, in considering the composition of the proposed accrediting body, the Committee easily reached agreement on the first four representatives. However, there was considerable discussion about the fifth representative, resulting in a compromise recommendation. The initial proposal had been that this person should be a

Recommendation 26 and following paragraphs, p. 28, 29.

²See Appendix F

Recommendation 26, op. cit.

⁴Ibid: "a representative who would bring objective professional competence to the evaluation of standards."

representative of the Saskatchewan Association of Social Workers, or at least have professional social work competence. However, the importance of this person being a good administrator was also recognized and doubts were expressed if limiting the choice to a social worker would ensure the appointment of a good administrator in whom the municipalities would have confidence. The recommendation was therefore widened so that this member of the accreditation body might be a professional in social work, in administration, or even in another field; in short, that no technical bar would be present to obtaining the best available person for the position.

5. Health Services

The proposals with regard to administration and necessary legislative changes for the provision of health services within the Saskatchewan Assistance Plan have already been discussed.

6. Appeals

The Committee's proposals on appeals were based on experience with present procedures which seem to be working effectively. The Committee concluded that the two levels of appeal, i.e., local and provincial boards, should be maintained. However, municipal representatives pointed out that the chairman of the present regional board (the regional administrator) as well as reporting the facts, makes recommendations to the Welfare Board, which may prejudice the Board's judgment of a case.

At the present time, if a client is dissatisfied with the results of an appeal to the local administering agency, he may appeal to the provincial Welfare Board. The administrator of the regional office then set up a

The obvious implication that there is a tendency to regard social workers as, on the whole, poor administrators could certainly be debated pro and con. The Committee acknowledged this, but decided that the compromise recommendation was the best in the present circumstances.

²See Recommendation 28 and 29, p. 29, 30.

³See Recommendation 30, p. 30, 31.

fact-finding hearing where the municipality states its case and the client states his. The regional administrator, by policy, is required to record what transpired at these hearings and, on the basis of his knowledge of the program and of the legislation, is asked to make a recommendation concerning the disposition of the appeal. Both facts and recommendation are forwarded to the provincial Welfare Board, whose decision is final. The Welfare Board does not have to accept the recommendation of the regional administrator, and in some cases reverses it. However, because of the criticism by the municipalities, the Committee has recommended that the regional appeal chairman confine himself to recording and reporting the facts, and that the provincial Welfare Board make its decisions solely on this basis.

It is also proposed that the heads of the local welfare unit and the regional administrators interchange chairmen duties, i.e., if a unit had an appeal case, the regional administrator would act as chairman of the hearing, and vice versa. It is also considered advisable to allow directors of local welfare units and regional administrators the same right as clients, i.e., appeal from the decisions of the local or regional appeal committees to the provincial Welfare Board.

7. Movement of Clients

This is a problem that has plagued both administrators and clients. When the Social Aid Act was passed in 1959, it prohibited a municipality or person moving an indigent person or encouraging such a move, except at the request of the client and with the approval of the receiving municipality to which he wished to go and of the Director of Public Assistance. No provision was made for penalties of any kind if a person moved without approval.

As a result of complaints from municipalities, the Act was amended in 1960 to prohibit an indigent person from moving on his own without approval and to provide, where these prohibitions were violated, for the return of the person to his original municipality if the Director so approved.

¹See Recommendations 31 and 32, p. 31.

Legal interpretation of the regulations by the Attorney General's department was that, if a client moved without prior approval from one municipality to another, the Director had no choice but to approve a request to send the client back to his previous residence, regardless of whether or not this was in fact socially desirable. Having returned to his previous place of residence, the client could then take steps to request approval from the receiving municipality to move again. If the receiving municipality denied him this request, he could appeal to the Director of Public Assistance, and if the Director decided the plan was socially sound, he could order the receiving municipality to accept the individual.

This clumsy procedure costs money and administrative time, and can be a damaging experience for the client. It also frustrates the right of the Director to exercise discretionary authority in this matter, which the legislation intended to give him.

The new proposals provide that, if certain conditions are met, a client can move on his own. However, if a client does move without meeting all these conditions, a decision as to final action to be taken would be made by the Director of Public Assistance on an individual basis. In the meantime, the client would remain in the new locality and receive interim aid from the public agency there. These proposals should not only relieve strains on the administration and the clients, but should encourage the latter to make planned and desirable moves.

Because of the general undesirability of subjecting assistance recipients to restrictions that do not apply to other people, the Committee hoped that, as the Saskatchewan Assistance Plan matures and better service is extended to clients, any legal restrictions on movement of clients could be removed. Instead, through better knowledge by workers of client needs and greater awareness by clients of the availability of services such as counselling, constructive planning can take place which will protect public funds without impeding the desirable movement of people.

CHAPTER VII

COST-SHARING

As already described, 1 the cost-sharing in welfare among the three levels of government has undergone marked changes, particularly since the 1930's.

To recapitulate briefly, welfare has traditionally been a local responsibility. However, with increased demands for services it has been exceedingly difficult for local governments to carry the financial burdens.

Latterly, the municipalities in Saskatchewan have been meeting their responsibility for financial assistance through a per capita rate assessment.

Some municipalities have found this unsatisfactory because it is not related to ability to pay, which they believe should be the case. Also, with the movement of population from rural to urban areas, administrative costs as well as costs for the program, are mounting in the urban centres. The latter feel that the rural municipalities are perhaps not always paying their full share. This view is accepted by some rural municipal representatives.

It will also be remembered that this Study came about initially because the provincial administration considered that local governments were not assuming a fair share of the costs of the Social Aid Program. Under the present costsharing structure, municipalities collectively pay about 7 per cent of the cost of the actual material aid. In addition, they are responsible for the costs of health services and of administration. In the provincial government's view, the collective municipal share should be increased to 10 per cent.

It was against this background that the Study Committee reached its recommendations on cost-sharing under the Saskatchewan Assistance Plan. It will be seen that they incorporate the feature that the municipalities should collectively pay 10 per cent of the Social Aid portion of the program. No

See Chapter I, section II, p. 2-5.

 $^{^{2}}$ See p. 32 - 35 and Recommendation 33.

direct answer was found to the question of relating the cost-sharing formula to the municipalities' ability to pay; a number of approaches were suggested but considered to be too complicated. However, municipal representatives agreed that the "escalator clause" (see below) provided sufficient protection to the local authorities.

The following are some additional comments on the estimated costs 1966-67, of the current programs and proposed Saskatchewan Assistance Plan, already referred to in this report. 1

- (a) The estimated total cost for direct financial assistance in the Social Aid segment of the new Plan is \$7,353,000. The 10 per cent the municipalities would be required to pay is therefore \$735,000.
- (b) For health costs, the proposal is that the municipalities pay 50 per cent of the present cost of health services to Social Aid recipients plus 50 per cent of the proposed cost for medical indigents, which total approximately \$351,620. This is a small proportion of the total cost of the proposed health services program, the rest of which will be shared by the federal and provincial governments. 3
- (c) The municipalities would pay 50 per cent of the estimated 1966-67 costs of the administration and services they now carry which is \$209,000. ⁴

 Again, the major burden of these expenditures would be borne by the senior governments, particularly as the federal government's proposed 50 per cent sharing of increased or new costs comes into effect. ⁵

The total municipal share of the three components discussed above amounts to approximately 5.7 per cent of the total estimated cost for 1966-67 of the Saskatchewan Assistance Plan including health services, administration, and financial assistance (Stage I level of services and benefits). Had it been

^{1&}lt;sub>Ibid</sub>

²Table IV, p.98.

³Table VI, p. 100.

⁴ Thid

See footnote 1, p. 40.

possible to implement the desirable benefit level and Stage II level of staffing in 1966-67, the municipal share, based on the three criteria above, would have been 5.4 per cent. However, it will be impossible in future to segregate the Social Aid segment, hence the proposal that municipalities pay 5 per cent of the total cost.

The Municipal representatives, in discussing the cost-sharing formulas, thought that 5 per cent was a reasonable figure, particularly since they would be relieved of their present residual responsibilities, i.e., for health services and administration costs. Although the 5 per cent does represent an increased cost to a considerable number of individual municipalities, particularly the rural ones, the representatives of the municipal organizations were prepared to accept it provided that they could budget appropriately from year to year.

In the past, the province has been able to supply municipalities with fairly accurate annual estimates of social aid costs; however, health costs to municipalities have been virtually unpredictable. While federal-provincial sharing in health costs under the proposed plan will, to a considerable extent, meet this problem, municipal association representatives were still concerned about long-term budgeting for the total program. They, therefore, requested that, under the new Plan, an escalator clause be included assuring municipalities that their percentage increase in costs would not exceed 3 per cent per annum, compounded annually from the maximum amount estimated for the base year. Such a provision will allow municipalities to budget fairly accurately, since they will at least know their maximum financial responsibility for the program in any given year. It will be noted that it is proposed that the escalator clause should be reviewed every five years - oftener if there is a major change in the program, or major change in fiscal relations between the senior governments.

The Committee believes that its recommended formula for cost-sharing between the three levels of government will lead to greatly improved administration and ensure that local government is not overburdened with financial responsibility. Above all, it should help, directly and indirectly, to provide better services to clients.

For a further breakdown of the cost-sharing arrangement, see the following Tables I to VI.

TABLE I

ESTIMATED CASELOAD AND EXPENDITURE FOR DIRECT FINANCIAL AID
UNDER PRESENT AND PROPOSED PROGRAMS YEAR 1966-67

	Present Program		Proposed F	Program
	Recipients (Including Dependents)	Gross Expenditure (Year)	Recipients (Including Dependents)	Gross Expenditure (Year)
Social Aid	21,500	\$ 7,128,000	21,500	\$ 7,358,000 ¹
Categorical Allowance	30,100	12,407,640	22,310 ²	10,870,300
TOTAL	51,600	\$19,535,640	43,810	\$18,223,300

While the Social Aid caseload is constant under both present and proposed programs, the expenditure under the proposed program is shown as increasing, due to an estimated increase in the allowance for items of basic need.

TABLE II

ESTIMATED CASELOAD AND DIRECT EXPENDITURE FOR HEALTH SERVICES UNDER PRESENT AND PROPOSED PROGRAMS YEAR 1966-67

	Present	Program	Proposed	Program
	Recipients (Including Dependents)	Gross Expenditure ¹ (Year)	Recipients (Including Dependents)	Gross Expenditure (Year)
Social Aid Recipients	21,500	\$ 550,000 ²	21,500	\$ 914,940
Medical Indigents	?	Fart of Above	6,000	153,240
Categorical Allowances	23,200	1,400,000	22,310	1,539,860
TOTAL	43,700	\$1,950,000	49,810	\$2,608,040

Not including costs of hospitalization.

Approximately 4,630 present categorical recipients will not come under the Saskatchewan Assistance Plan, i.e., means-tested Supplemental Allowance recipients and recipients of the other present means test allowances whose assets or income will not permit them to qualify under the Saskatchewan Assistance Plan. Aid in the amount of \$1,797,540 that will continue to be paid by the province to these recipients does not appear in this table.

²Mainly purchase of joint cards; there is evidence of considerable unmet need among social aid recipients and medical indigents.

 $^{^{3}}$ Not including the cost of health services, estimated at \$369,270, to the residual means test recipients.

TABLE III

FSTIMATED CASELOAD AND EXFENDITURE FOR ADMINISTRATION AND SERVICES OF PRESENT AND PROFOSED FROGRAMS OF AID, YEAR 1966-67

	Present	Program	Proposed	Program
	Recipients (Including Dependents)	Gross Expenditure ¹ (Year)	Recipients (Including Dependents)	Gross Expenditure l (Year)
Social Aid	21,500	\$ 540,000 ²	21,500	\$1,863,700 ³
Categorical Allowances	30,100	805,000	22,310	
TOTAL	51,600	\$1,345,000	43,810	\$1,863,700

The estimated expenditures are shown for both administration and service. In the present program almost all expenditures can be considered strictly administrative; in the proposed program part of the increase represents counselling and rehabilitative services to clients.

TABLE IV

TOTAL ESTIMATED EXPENDITURES FOR DIRECT FINANCIAL AID, HEALTH SERVICES, ADMINISTRATION AND SERVICES FOR PRESENT AND PROPOSED PROGRAMS, TEAR 1966 - 67.

Cost of Programs

	Fresent		Proposed	
Social Aid				
Aid Health Administration	\$7,128,000 550,000 540,000	\$ 8,218,000	\$ 7,353,000 1,068,180 (931,850)1	\$ 9,353,030
Categorical Allowa	nces			
Aid Health Administration	\$12,407,640 1,400,000 805,000	\$14,612,640	\$10,870,300 1,539,860 (931,850) ¹	\$13,342,010
TOTAL EXPENDITURE		\$22,830,640		\$22,695,040 ²

Total cost for administration for both Social Aid and categorical programs is \$1,984,580. It is assumed that one half the total cost of administration in proposed program will be required by previous Social Aid recipients, and the other half by the categorical recipients.

 $^{^{2}}$ \$418,000 estimated expenditure by municipalities and \$122,000 by the province.

³Based on staff requirements as outlined under "Staff Workloads", Stage I, Section V.

 $^{^2}$ Not including the cost of aid (\$1,797,540), health services (\$369,270) or administration (\$303,340) which total \$2,470,150 for the residual means test categorical caseload.

ESTIMATED COST SHARING BETWEEN THE MUNICIPALITIES AND THE SENIOR GOVERNMENTS ON THE PRESENT PROGRAMS, YEAR 1966-67.

		st to palities	Cost to Govern	
Social Aid				
Aid Health	\$551,000 550,000		\$ 6,577,000	
Administration	-	\$1,519,000	122,000	\$ 6,699,000
Categorical Allowances				
Aid Health			12,407,640 1,400,000	A1 / (10 / / 0
Administration			805,000	\$14,612,640
TOTALS		\$1,519,000		\$21,211,640

Municipal share of aid issued as a percentage of total social aid issued is

$$\frac{551,000 \times 100}{7,128,000} = 7.7\%$$

Total municipal share as a percentage of total public assistance costs is

$$\frac{1,519,000 \times 100}{22,830,640} = 6.65\%$$

TABLE VI

PROPOSED COST SHARING OF SASKATCHEWAN ASSISTANCE PLAN BETWEEN MUNICIPALITIES, PROVINCE AND FEDERAL GOVERNMENT,

YEAR 1966-67

COST OF SASKATCHEWAN ASSISTANCE PLAN

Level of Government	Aid	Health Services	Administrat and Services	
Municipalities	\$ 735,000	\$ 351,620	\$ 209,000	\$ 1,295,620
Federal	9,111,650	1,304,020	317,200	10,732,810
Province	8,376,650	952,400	1,337,500	10,666,550
TOTAL	\$18,223,300	\$2,608,040	\$1,863,700	\$22,695,040

Municipal share as a percentage of the total costs under the Saskatchewan Assistance Plan is

$$\frac{1,295,620 \times 100}{22,695,040} = 5.7\%$$

Since it will be impossible hereafter under the Saskatchewan Assistance Plan to segregate the social aid segment, it is proposed that the municipalities collectively pay 5 per cent of the total cost. An escalator clause will be built into the plan assuring municipalities that their percentage increase in the cost of the plan will not exceed 3 per cent per annum compounded anually from the estimate made for the base year.

APPENDICES



APPENDIX A

PUBLIC WELFARE SERVICES IN SASKATCHEWAN

"Everyone has a right to a standard of living adequate for health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services and the right to security in the event of unemployment, sickness, disability, widowhood, old age, or other lack of livelihood in circumstances beyond his control."

- Article 25-1 of the Universal Declaration of Human Rights

In the Province of Saskatchewan as elsewhere extensive welfare legislation provides for the less fortunate. Acts presently administered by the Department of Welfare are:

The Department of Welfare Act,

The Social Aid Act,

The Old Age Assistance Act,

The Disabled Persons' Allowances Act,

The Blind Persons' Allowances Act,

The Deserted Wives' and Children's Maintenance Act,

The Child Welfare Act,

The Housing and Special-care Homes Act,

The Corrections Act, and

The Rehabilitation Act.

The Department also provides certain financial assistance programs, i.e. Supplemental Allowance, Aid to Dependent Families and matters pertaining to housing under the authority of regulations approved by the Lieutenant-Governor in Council.

Inherent in these acts and regulations are the functions of the Department. These can be summarily stated as:

Financial assistance for persons in need,
Care and treatment for the aged, infirm and long-term ill,
Protection of children,
Helping municipal and other groups to provide housing and other
accommodation,
Helping clients use community resources and resources within
themselves to cope with the problems they face,
Custody and treatment of offenders against the law,
Vocational rehabilitation for the disabled, and
Organizing emergency welfare services throughout the province.

The Department endeavours to carry out these functions in such a manner that the dignity, rights and worth of the individual are recognized and maintained.

The Department implements its services through eleven regional offices located in: Melfort. Moose Jaw, North Battleford, Prince Albert, Regina, Qu'Appelle. Saskatoon. Swift Current. Weyburn, Yorkton and Meadow Lake. The purpose of this decentralization is to provide a unified service at the community level to bring help to people effectively and efficiently; to permit the co-ordination of Department services with other services existing in the community; and to afford a division of work on an area basis. The basic element of this decentralized structure is that major decision-making responsibilities are vested in the Regional Administrators.

Since its formation the Department has recognized the importance of competent staff and has carried on an extensive program to recruit and/or train professional social workers. However, it has been unable to recruit all of the professionally-trained staff required, and few field positions, outside of supervisors, are held by persons with graduate education in social work.

SERVICES OFFERED

1. Child Welfare

The objective of the Saskatchewan Child Welfare Program is to ensure that protection is provided for any child who is or is likely to become a neglected child. Services such as counselling, referral to other agencies including mental health clinics, financial assistance, are offered to parents to help them increase their capacity to care for their children. Service is also provided to the unmarried mother in order to make sure that the mother's plans for her child and herself are adequate. If parents, despite help, are unable to provide adequate care for a child, application may be made to the court to have the child made a ward of the Minister. If an unmarried mother is unwilling to care for her child, guardianship may also be transferred to the Minister. These transfers can be for a limited or extended period of time. If wardship is of a permanent nature, the Minister assumes full responsibility until the child reaches twenty-one years of age or is adopted or married. The Department also provides care under agreement for children whose parents are temporarily unable to care for them.

The Province assumes full financial responsibility for child welfare services. Most of the children who are made wards are being cared for in carefully selected foster homes where an attempt is made to give the child the experience of family living while legally still a ward of the Department.

Permanent wards are legally free for adoption, and some three hundred and fifty are placed each year. In these situations, after a given period of time, guardianship is legally transferred to the adopting parents.

Some children who become wards are damaged and must be placed in treatment institutions and remain there until they have improved

to the point where they may fit into a family or a substitute family setting. Unfortunately, the province presently has no treatment centre for emotionally distrubed youngsters so that this service must be obtained outside of the province. However, there are receiving homes, special foster homes and holding units available.

The Child Welfare Branch also provides service to juvenile delinquents. Children both male and female, who have been found guilty in a child welfare court of delinquent behavior, may remain with their families under supervision. The Department offers counselling to the individual children and parents within their own home. If, after a certain period of time, progress is noted then the Department, through the court, withdraws its supervision. If the situation deteriorates and is beyond the capacity of the natural parents to handle, children may be taken into temporary or permanent care of the Minister of Welfare.

The aim of the Department both in protection and in services to delinquents is to attempt to nurture the basic natural family unit. Only if this end cannot be achieved and the consequences would be seriously detrimental to the child or children does the Department request the courts to transfer guardianship.

2. The Deserted Wives' and Children's Maintenance Act

Under this act there is provision for legal recourse for deserted wives and children to seek support from a deserting husband or parent. Basically, the Department provides two types of services in relation to the act, namely, provision of information and secondly, assistance in financing legal council.

Housing and Special-care Homes

3.

The care of the aged and chronically ill is a vital problem and one to which Saskatchewan is giving increasing consideration.

- (a) Geriatric Rehabilitation Geriatric care is 'doing for" the aged and infirm, and helping them to do for themselves.

 Geriatric centres are designed to meet the needs of patients with advanced disabilities who require skilled nursing care.
- (b) Low Rental Fousing and Nursing Homes The Saskatchewan Housing Act passed in 1953 complements the National Fousing Act. Provision for construction of low rental housing and other accommodation for the aged, needy, blind and infirm has enabled municipal and other groups to sponsor limited-dividend or non-profit housing companies under the Saskatchewan Companies Act, and to qualify for loans from Central Mortgage and Housing under the National Housing Act.
- (c) Land Assembly and Public Housing The Saskatchewan Housing Act of 1953 empowers the Minister of Welfare to enter into

an agreement with the Government of Canada and a municipality to undertake two types of projects: first, the acquisition and development of land for housing purposes; second, the construction of housing or housing units for sale or for rent. These are known as either subsidized or full recovery public housing schemes.

4. Corrections

The objective of the corrections program is to provide probation services, custodial care, rehabilitative treatment, and parole services to adult offenders. The focus of the corrections program has been to use all activities in the institutional, or jail, settings, both for women and men, to help the offender develop a socially acceptable value system and a mature pattern of behaviour. Group and individual counselling is provided. Use of work camps is one of the advanced methods employed to help prisoners become better adjusted. Camps also provide an excellent prerelease or minimum custodial unit for a limited number of prisoners.

Probation services fall into two categories, the preparation of pre-sentence reports for the courts, and the supervision of the offender for a probation period as defined in the Criminal Code in accordance with the instruction of the court. The probation officer, at the request of the judge, investigates the background of the individual found guilty and advises the court whether or not probation should be granted, or makes some other recommendation.

Probation means serving of a sentence in the community. It is an attempt to help the individual learn how to be a useful citizen living in the community rather than to help him adjust in the artificial environment of an institution which involves another adjustment when he is released back to society.

5. Vocational Rehabilitation

This program offers services to disabled people to enable them to overcome their handicaps and to compete with other persons in the employment field. The Department's regional offices provides case work and counselling service to the disabled and arranges for assessment, medical restoration, tuition, maintenance and travel while receiving training. The federal-provincial agreement does not, however, provide for sharing of items such as academic training and clothing, and maintenance while awaiting employment.

6. Assistance to Depressed Metis Groups

This program was designed to improve the lot of Metis people in the southern part of the province and to assist them and their children to become independent citizens.

Programs include assistance to young Metis in depressed areas. This involves financial aid, guidance, up-grading courses,

vocational and on-the-job training and job placement. Schools have been built in three areas outside the boundaries of any school district. Another program is the self-help project, which offers either a livelihood or an opportunity to supplement income. A third program is the departmentally-owned mixed farming operation at Lebret, which employs nine heads of families. Besides wages, those living on the farm receive knowledge of agricultural methods. Technical or vocational training is available to the children.

7. Emergency Welfare Services

The Emergency Welfare Branch was established within the Department of Welfare in November, 1962. In general terms the functions of the branch are:

- (a) To plan, organize and operate on a provincial scale welfare services necessary during periods of natural disaster and military or non-military emergency.
- (b) To receive, distribute and insure that emergency assistance is provided for refugees from other areas.
- (c) To give assistance and mobile welfare support to other provinces or adjoining states.
- (d) To organize and co-ordinate post-disaster rehabilitation services.

Emergency welfare services consist of the provision of food, clothing, and shelter, registration and inquiry services designed to reunite separated families; personal services such as reception and the care of attached children and dependent adults, counselling, emergency financial aid, and institutional care.

8. Public Assistance

The Public Assistance Program provides financial assistance to those in proven need and does so in such a way that the recipient's capacity for self-dependence is maintained, strengthened or restored. At the present time there are five programs of allowance, each for specific categories of persons. They are Aid to Dependent Families. Old Age Assistance, Disabled Persons' Allowance, Supplemental Allowance and Blind Persons' Allowance.

There is also Social Aid, a general assistance program to persons and their dependents in indigent circumstances. This is a municipally administered program, the current expression of the old concept of local responsibility for indigent persons.

1) Categorical Programs

The Department of Welfare is responsible for the administration of the categorical programs listed above. Regional offices receive applications and determine whether allowances may be granted.

Old Age Assistance, Disabled Persons' Allowance and Blind Persons' Allowance are means tested allowances, that is they are granted on a resource-tested, flat-grant basis that permits the retention of substantial personal assets. These allowances may also be referred to as the "federal-provincial programs" since the federal government contributes 50% of program cost or in the case of the Blind Persons' Allowance, 75% of cost. Federal regulations govern the payment of these allowances, and the province pays administrative costs.

Aid to Dependent Families (1) and Supplemental Allowance (2) are needs tested allowances. The Social Aid Act is the legislative authority and provincial regulations are used. Assistance is designed to cover items of basic maintenance such as food, shelter, clothing, fuel, utilities, personal and household incidentals, board and room, care in nursing homes, etc. The cost of these programs are shared with the federal government under the Unemployment Assistance Agreement.

The provincial caseload as at January 31, 1965 was as follows:

	Number of Recipients	Average Payment
Old Age Assistance	5,415	\$ 71.68
Disabled Persons' Allowance	1,766	74.62
Blind Persons' Allowance	390	72.04
Aid to Dependent Families*	2,467	131.97
Supplemental Allowance*1	10,467	19.22

^{*} Heads only

¹ Includes 3,875 recipients of non-sharable allowance. For explanation see Supplemental Allowance.

- (1) Not payable to Indians as defined in the Indian Act, residents of Northern Saskatchewan Administration District or Local Improvement District.
- (2) Not payable to Indians as defined in the Indian Act and residents of Northern Saskatchewan Administration District.

(a) Old Age Assistance

This program is an off-spring of Old Age Pensions. In 1927 the federal government enacted legislation which empowered it to enter into agreement with the provinces to pay fifty percent of a pension not to exceed \$20.00 per month payable to persons over seventy years of age, who met residence and income requirements. The maximum payment was increased to \$25.00 in 1943, to \$30.00 in 1947 and to \$40.00 in 1949 with corresponding increases in the allowable income.

In 1950, the Joint Committee on Old Age Security of the Senate and House of Commons recommended a universal federal pension subject to residence requirement of 20 years, payable to all persons in Canada aged 70 or over; and Old Age Assistance to be administered by the province, to be subject to income and residence tests, payable to persons 65 years and over, with the cost to be shared on a 50-50 basis. Old Age Assistance came into effect in January, 1952. Since its inception the following adjustments in payment and allowable income were made:

Date Effective	Maximum Payment			luding Assistance Blind Spouse
January 1,	\$40	\$ 720	\$1,200	\$1,320
July 1, 1957	46	840	1,380	1,740
November 1,	55	960	1,620	1,980
February 1,	65	1,140	1,980	2,340
December 1,	75	1,260	2,220	2,580

The residence requirement is 10 years in Canada. Provincial residence is used only to determine the provincial responsibility for case costs. Personal assets exemptions are \$1,000 for a single and \$2,000 for a married person and, any assets in excess of these amounts are divided by five and charged as yearly income. Eligibility is reviewed annually.

(b) Disabled Persons' Allowance

This allowance, modelled on Old Age Assistance, came into effect on January 1, 1955. It is payable to "totally and permanently disabled" persons of 18 years of age or over. Patients of sanatoria, mental hospitals and, except under certain conditions, nursing homes are excluded. Limitations were placed on payments to persons in general hospitals. Eligibility related to disability is decided by a federal-provincial committee composed of two practising physicians and a social worker. Their decision is based on a medical report of the applicant's family doctor and a social report completed by a social worker. The committee is empowered to refer patients to specialists if additional information is required.

In 1957, the interpretation of total and permanent disability was broadened slightly, and restrictions on payment to persons in nursing homes and hospitals were relaxed a little.

Financial and residence requirements are the same as in Old Age Assistance except that no exemption is allowed on personal assets, which are considered income-producing as if they were invested in Canadian Government Annuities. This permits the retention of substantial assets.

(c) Blind Persons' Allowance

This allowance is also an off-spring of Old Age Pensions. In 1937 the Old Age Pensions' Act was amended to permit payment of an allowance to blind persons over 40 years of age who qualified under the other provisions of that Act. The allowable income was slightly greater in recognition of the fact that blindness could create additional expense. In 1951 the Blind Persons' Allowances Act provided for payment to blind persons 21 years of age or over; in 1955 the age limit was reduced to 18 years.

Blindness is defined as vision of less than 10% after correction or peripheral vision of less than 20 degrees. An applicant is examined by a federally appointed ophthalmologist who reports his findings to the Blindness Control Section of the Department of National Health and Welfare. The province cannot grant an allowance unless certification is obtained from the federal body.

Changes in payments and allowable income were made simultaneously with the other means-tested allowances.

Date Effective	Maximum Payment	Maximum Single	Yearly Income Single with Dependent	Including Married	Assistance Blind Spouse
January 1, 1952	\$40	\$ 840	\$1,040	\$1,320	\$1,440
July 1, 1955	40	960	1,160	1,560	1,680
July 1, 1957	46	1,080	1,560	1,740	1,860
November 1, 1957	55	1,200	1,680	1,980	2,100
February 1,	65	1,380	1,860	2,340	2,460
December 1,	75	1.500	1,980	2,580	2,700

Financial and residence requirements are the same as for Disabled Persons' Allowance except that the blind are permitted a higher maximum annual income. (1)

(d) Aid to Dependent Families

The forerunner to this program was the Mothers' Pension Act passed by the Saskatchewan Legislature in December 1917. No significant changes except to increase rates were made until 1944 when the regulations were revised to permit payment of an allowance to additional groups as set forth today. In 1947 Mothers' Allowances was brought under the authority of the Social Aid Act.

In April, 1961 a major change was made and the allowance was renamed Aid to Dependent Families. The needs test was used to calculate eligibility. These changes conformed with the provisions of the federal Unemployment Assistance Act, hence federal sharing became available.

(1) See tables pages 7 and 9.

The allowance is payable to families with dependent children where the father is either absent or incapacitated. It includes widows, deserted, divorced and unmarried mothers (provided reasonable effort is made to obtain support from the husband or father), mothers whose husbands are in institutions, incapacitated fathers and guardians of children whose parents are dead or in an institution. Children are considered dependent until 16 years of age or until 18 years of age if attending school or incapacitated. One year Saskatchewan residence prior to application is required, and deserted and separated mothers must have lived apart from their husbands for at least one year.

The eligibility test is similar to that of Social Aid and the budget requirements are calculated as in Social Aid. The regulations do not provide payment for items of special need and requests for such items are referred to the recipient's municipality for consideration.

(e) Supplemental Allowance

The Supplemental Allowance or cost of living bonus was introduced by the provincial government in 1943 to supplement Old Age Pensions. An allowance was paid to every pensioner. In 1952 when the Old Age Security pension was introduced, new provincial legislation provided for continuation of Supplemental Allowance of \$2.50 per month, plus health services, to all former pensioners. Provision was also made to grant the supplement to new recipients of Old Age Security and Blind Persons' Allowance who met a means test. Amendments in 1955 provided for a range of benefits designed to guarantee a minimum income.

In April 1961, a major change was made from a means to a needs tested program. As a result it became sharable under the Unemployment Assistance Act. Those who were in receipt of the Supplemental Allowance on March 31st of that year who failed to qualify under the needs test but who met eligibility requirements under the Old Age Assistance means test were continued at their former rate. These recipients are referred to as being in receipt of the "old" means tested or "nonsharable" Supplemental Allowance. They numbered 3,875 at the time of the study.

An applicant for this allowance must be in receipt of Old Age Security or the Blind Persons' Allowance, must have resided in Saskatchewan for one year prior to application and his income must be insufficient to meet the budget requirements of himself and his dependents. Budget levels are similar to Social Aid but special consideration is given to needs attributable to age. These additions are \$5.00 more per adult for food; personal and household allowances of \$10.00 (compared with \$3.20 for a single adult under the Social Aid Program); incidental or geriatric allowance of \$9.00; and a telephone allowance of \$3.00 or \$4.00.

Recipients and their dependents are provided with health services similar to Aid to Dependent Families' recipients.

Historically the categorical programs were introduced by the federal government, except for Mothers' Allowance and Supplemental Allowances. Mothers' Allowance expenditure rose from an annual figure of about \$500,000 in 1928-29, the earliest figures readily available to \$1,957,000 in 1960-61, the last complete year of the program, plus about \$650,000 from Social Aid. Under Aid to Dependent Families, which became a needs-tested categorical program on April 1, 1961, replacing Mothers' Allowances, expenditure in the fiscal year 1963-64 was \$3,670,000.

Old Age Supplemental Allowances have risen from an annual cost of \$43,300 in 1943-44 to \$1,106,000 in 1960-61, the final year for exclusively means tested Supplemental Allowances. The needs-tested Supplemental Allowances cost \$1,923,000 in 1963-64, while the means-tested program had diminished in expenditure to \$313,000 and will eventually disappear.

Blind Persons' Supplemental Allowances have risen annually from less than \$1,000 in 1943-44 to a high of \$22,000 in 1960-61. This means-tested allowance program is gradually disappearing with only \$5,700 paid in 1963-64. The needs tested Supplemental Allowance to blind persons totalled \$93,000 in 1963-64.

Expenditures under the Blind Persons' Allowance Program have risen from \$77,000 in 1941-42 (earliest figures available) to \$335,600 in 1963-64.

The two largest bites from the Social Aid Program were taken by Old Age Assistance in 1952 and by Disabled Persons' Allowance in 1955. When these two components became new programs sharp drops in expenditures were noticeable in Social Aid costs.

Under Old Age Assistance annual expenditures have risen since 1952-53 from \$1.022,000 to \$4,391,000 in 1963-64. Under Disabled Persons! Allowance expenditures have risen from \$164,000 to \$1,373,000 annually over the period 1955-56 to 1963-64

Total categorical allowance expenditures reached \$6,099,600 in 1963-64. This represents some measure of the burden of welfare costs shifted from municipal to senior governments, since the first allowance was introduced in 1917.

2) Social Aid - Administered by Local Government

(a) Historical Background

Prior to Saskatchewan becoming a province, Territorial Ordinances provided aid for settling certain minority

groups, for transporting needy persons to obtain hospitalization, and for indigent's burials. They also established local responsibility for assisting the needy. In 1905 when the province was formed similar provisions were adopted. The first rural and urban municipal legislation in 1908 included permissive sections to enable municipalities to grant relief to needy residents. These sections remained in Municipal Acts until repealed in 1959 and were the legislative authority for granting of aid by municipalities to indigent persons.

In 1919 the Municipal Relief Act permitted municipalities to grant assistance on a repayable basis to needy farmers. Legislation known as the municipalities Relief and Agricultural Aid Act still in the statutes includes provisions dealing with maintenance needs of farm families. In 1920, grants to relieve unemployment were made to the Cities of Moose Jaw, Regina and Saskatoon, with costs shared equally by the three levels of government. Until 1929, municipalities administered and financed the relief and aid programs, except that provincial and federal governments provided guarantees against municipal governments' default on loans they may have needed to finance relief issues.

In 1930, the beginning of the drought era, major programs for the relief of unemployment commenced. Direct relief issued by municipalities was shared equally by the three levels of government. Costs of work, relief and resettlement measures to deal with the mass unemployment were largely assumed by the senior governments. Direct relief was administered by a provincial agency, the Saskatchewan Relief Commission, from 1931 until 1934, when administrative responsibility was returned to municipalities.

The legislature in 1936 enacted the first Direct Relief Act. This act set forth the residence rules governing municipal responsibility for a share of relief costs, provided for aid to non-residents with recovery of expenditure and for their return home.

The division of costs between the province and the municipalities changed over the years as follows:

PROVINCIAL AND MINICIPAL SHARES OF SOCIAL AID COSTS

	Provincial ½	N
March 1932 to March 31, 1941	80	20
April 1, 1941 to April 30, 1943	70	30
May 1, 1943 to June 30, 1955	50	50
July 1, 1955 to March 31, 1959	7.5	25

In 1944, the Social Aid Act replaced the Direct Relief Act; with little change made in the various provisions.

Under the Unemployment Assistance Act passed in 1956, the federal government made agreements with the provinces to share costs of aid to unemployed employables. Under this Act the federal government was to share 50 per cent of aid granted to persons "unemployed and in need". Under the original Act federal contribution commenced when the number of persons in receipt of aid exceeded 0.45 per cent of Saskatchewan's population. This 0.45 threshold, or the first 2,000 persons, in receipt of aid were assumed to be unemployable and were excluded from the province's reimbursement claim. The federal act also excluded federal reimbursements for payments under Mothers' Allowances, and to persons in public and charitable institutions. services and administration costs were also excluded. The 0.45 threshold was eliminated January 1958. The federal government's share of Social Aid in this province at the time of this study was approximately 34 per cent.

Following intensive study by provincial and municipal officials, the present Social Aid Act of 1959 was enacted by the legislature. The main features of the new program were as follows:

- 1. Municipal administration.
- 2. An applicant's right to aid if need is established.
- 3. Right of appeal.
- 4. Mandatory establishment of benefit levels by municipalities.
- 5. A uniform eligibility test.
- 6. Provision by the province of technical and consultative services.
- 7. General supervision of municipal practice by the Department of Welfare.
- 8. Elimination of residence of recipients as a means of determining municipal share of the cost of Social Aid and substitution of a per capita sharing arrangement by classes of municipalities.

By mutual consent of the Department of Welfare and the two municipal associations, a Provincial-Municipal Advisory Committee was established for program development. This Committee has met each fall since 1959. Most of its recommendations have been implemented either by amendments to the Regulations or policy interpretation through the Social Aid Manual.

(b) Present Program

The Social Aid Program is a general assistance program, to which anyone in need may apply without meeting any other arbitrary requirements. It is a needs tested program similar to the Aid to Dependent Families and Supplemental Allowance Programs but broader in benefits.

1. Benefits

In addition to the items of basic maintenance i.e. food, clothing, rent, fuel, utilities, and personal and household incidentals - the Social Aid Program makes provision for a variety of special needs arising from individual circumstances. These include itemized provision for special clothing, travelling expenses, household equipment, furniture and supplies, housekeeping services, laundry, refrigeration, property repairs, Christmas bonuses, limited provision for back bills and instalment payments, and expenses incidental to education, rehabilitation or commencing employment. In addition, any other special need may be met if prior approval of the Director of Public Assistance is obtained.

Schedules for items of basic maintenance are established by cost studies carried out by the Department, with some help from municipal officials. The food schedule is probably the most scientifically established. The provincial nutritionist has developed lists of kinds and amounts of food, based on the Canada Food Rules, required by persons in various age groups to maintain health. These foods are then priced at representative stores throughout the province and the results averaged. A similar approach is used in regard to clothing and other items of need.

2. Roles and Responsibilities of Municipalities and of the

Provincial Government

These are defined in the Regulations. Briefly the responsibilities of municipalities are two-fold, the direct administration of the program and contribution to the cost of the program.

The provincial government has complementary responsibilities:

- (1) To participate in the financing of the program,
- (2) To prescribe standards to be followed by municipalities in administering the program,
- (3) To provide an advisory and consultative service to municipalities,

- (4) To review the practices of municipalities to ensure that the prescribed standards are met, and
- (5) To study the incidence of need and related problems in order to develop remedies.
- 3. Municipalities are required to appoint welfare officials who determine the eligibility of applicants for assistance and arrange for the payment of aid.

As long as the recipient receives assistance his circumstances must be reviewed as often as there is likely to be a change in his circumstances, or at least once a year. In the case of employable persons, at certain periods of the year weekly reviews might be necessary.

4. Fiscal Relationships

The present arrangement between the province and the municipalities for sharing the cost of social aid was enacted in March 1959, on the basis of an agreed formula. This formula provided for municipalities to contribute to the cost of social aid through a per capita of population assessment, based on 1956-57 expenditures. The respective rates for the base year were: cities, 25¢; towns 20¢; and villages and rural municipalities, 10¢. The formula also provided that these rates would be adjusted annually in relation to fluctuations in total social aid expenditures from the 1956-57 level.

This arrangement works out in practice as follows:

- (1) Municipalities claim and receive 100% reimbursement from the province for all the social aid they issue.
- (2) In January of each year, the department sends to each municipality an estimate of its share of the total social aid cost. This estimate is based on the department's forecast of expenditures for the year and the most recent estimates of the municipality's population by the Department of Municipal Affairs.
- (3) The municipality is required to pay this estimated share of social aid costs to the department by September 30th
- (4) Two years later, the department provides each municipality with an adjusted assessment notice based on actual expenditures and actual population as published in the annual report of the Department of Municipal Affairs.

For example, in January of 1965 the Department sent to each municipality an estimated assessment for 1965-66 and an adjusted assessment for the year 1963-64.

The federal government also contributes to the cost of social aid, as well as Aid to Dependent Families and Supplemental Allowances under the Unemployment Assistance Agreement.

At the time of the study the cost of social aid was divided roughly as follows:

Provincial share 59%

Federal share 34%

Municipal share 7%

APPENDIX B

COMMITTEE OF THE WHOLE

MEMBERSHIP

CHAIRMAN - A. W. Sihvon, Acting Deputy Minister, Department of Welfare (as of August 17, 1965 - formerly J. S. White)

SECRETARY - Mrs. A. M. Jakeman, Departmental Solicitor

Saskatchewan Urban Municipalities Association

J. D. Connor, Executive Secretary

J. W. Oliver, City Commissioner, Prince Albert

J. M. Murphy, Mayor, Milestone

Saskatchewan Association of Rural Municipalities

L. Wilkinson, Secretary-Manager

E. Murphy, Reeve, R.M. of Estevan No. 5, Estevan, and President of S.A.R.M.

C. S. Mitchell, Reeve, R.M. of Preeceville No. 334, Sturgis

Department of National Health and Welfare

N. Cragg, Director of Unemployment Assistance, Ottawa

Department of Municipal Affairs

E. A. Walters, Deputy Minister

L. R. Blakely, Director, Administrative Services

C. Rankin, Supervisor, Inspection Services Branch

Department of Public Health

Dr. J. G. Clarkson, Deputy Minister

W. J. Totten, Administrative Director, Medical Services Division

Dr. H. D. Jenner, Director, Provincial Health Programs (deceased October 1965)

Department of Welfare

Honourable Dave Boldt, Minister

P. J. Fogarty, Director,

Research and Planning Branch

Mrs. D. Zarski, Director of Public Assistance (as of Sept. 15/65 - formerly A. W. Sihvon)

Resource Persons

R. Talbot, Director of Welfare

Resource Persons (continued)

Mrs. D. Zarski, Assistant Director of Public Assistance (until September 15, 1965)

H. Willems, Director of Regional Services

M. Olynik, Administrative Assistant

H. P. Thuringer, Social Aid Study Director

STEERING COMMITTEE MEMBERSHIP%

- A. W. Sihvon, Chairman
- J D. Connor
- B. Cowie**
- L. Wilkinson
- E. Murphy
- W. J. Totten
- C. Rankin
- P. J. Fogarty
- H. P. Thuringer

Mrs. D. Zarski (as of August 17, 1965)

- The Steering Committee was also responsible for special deliberations relative to fiscal relationships.
- Alderman, City of Regina, and Saskatchewan Urban Municipalities Representative.

COMMITTEE ON ADMINISTRATION AND SERVICES

Mrs. D. Zarski, Chairman

Miss N. DesLauriers+

Grant Drysdale++

W. D. Gillis+++

N. Cragg

P. J. Fogarty H. P. Thuringer

- Director of Social Service, City of Prince Albert
- ++ Municipal Secretary, R.M. of Redburn No. 130, Rouleau
- Regional Administrator, Department of Welfare, Yorkton

COMMITTEE ON REDISTRIBUTION OF CASELOADS

- H. Willems
- J. W. Oliver
- C. S. Mitchell
- C. Rankin
- W. J. Totten
- A. W. Sihvon
- N. Cragg
- P. J. Fogarty
- H. P. Thuringer

APPENDIX C

TYPES OF WELFARE PROGRAMS

AND CURRENT DESIGNATION OF ADMINISTRATIVE RESPONSIBILITY

NEEDS TESTED PROGRAMS:	PRIMARY ADMINISTRATION	SECONDARY ADMINISTRATION
Social Aid	Municipality	Province (for (2)
(May be used to supplement Old Age Assistance and Disabled Persons' Allowance) (1)		unmarried mothers)
Aid to Dependent Families	Province	Municipality (for special needs)
Old Age Security - Supplemental Allowance	Province	Municipality (for special needs)
Blind Persons' Allowance - Supplemental Allowance	Province	Municipality (for special needs)
MEANS TESTED PROGRAMS:		
Old Age Assistance	Province	Municipality (for additional needs)
Disabled Persons' Allowance	Province	Municipality (for additional needs)
Blind Persons' Allowance	Province	

- (1) In November, 1964, 576 of the 14,303 recipients of categorical allowances received social aid totalling \$23,467.83.
- (2) As an adjunct to child welfare services during the pre-natal period and following confinement until the mother decides whether she will keep her baby or release the child for adoption.



APPENDIX D

SOCIAL AID STUDY

1965

INTERVIEW DOCUMENT OF
MUNICIPAL WELFARE OFFICIAL

Municipality

Region

Interviewer



INSTRUCTIONS TO THE INTERVIEWER

The major purpose of this interview is to gain information in areas of: -

- i. caseload information
- ii. administration
- iii. practices
- iv. services

The information requested has been asked for by two committees: -

- i. committee on Re-distribution of Caseloads
- ii. committee on Administration and Services to Public Assistance Recipients

It is suggested that at least half a day be spent on the interview and that all questions be answered as fully as available information allows. The interview should be held privately with the municipal welfare officer or person responsible for administering public assistance. If other matters not covered in the questions arise, please indicate on sheets at back of the interview document.

Try to be objective in answer and avoid allowing personal bias to enter.

If you have questions ,contact:

Mr. H. Thuringer, Study Director, Department of Welfare, Regina, Saskatchewan.

WARM-UP

DO NOT immediately start the interview. Begin with general questions to relax the interviewee and yourself.

Possible Topics

i. Availability of work	opportunities in the area
-------------------------	---------------------------

- ii. General business climate
- iii. Is the caseload for April
 - (a) same as last year(b) lower than last year
 - (c) higher than last year ____

AVOID POLITICSBE A GOOD LISTENER

CASELOAD INFORMATION

1.	Are	there any special groups within the caseload that as	ce: (check	
	appl	icable group)	Increasing	Decreasing
			- Increasing	Decreasing
	(a)	heads of families or single persons over 50 years of age		
	(b)	school drop outs in the 18 to 20 year age range		
	(c)	Indians who have moved in from the Reserve in the past 2 years		
	(d)	heads of families or singles under 30 years of age		
	(e)	separated, divorced or deserted mothers with children	***************************************	
	(f)	Metis who have moved to this area within the past 2 years		
	(g)	persons from other provinces looking for employment		
	(h)	employable persons		
	(i)	farm cases		
	(j)	farm labourers		
	(k)	other (list)		
2.	Rega	arding the group above that is of greatest concern,		
		Why are their numbers increasing?		
	` ′			
	(b)	What are your suggested solutions?		
	(c)	What is being done for them now?		
3.	Rega	arding the second group of importance:		
	(a)	Why are their numbers increasing?		
	(b)	What are your suggested solutions?		
	(c)	What is being done for them now?		
/.	Doos	anding the third and the		
4.		why are their numbers increasing?		
		What are your suggested calutions?		
		What are your suggested solutions?		
	(c)	What is being done for them now?		

ADMINISTRATION

1.	How many sta	ff are	working dir	ectly with clients: -
	titles	(a)	full time	
		(b)	part time	
		(c)	amount of	part time
2.	How many cle	rical	or accountin	ng staff are employed: -
	titles	(a)	full time	
		(b)	part time	
		(c)	amount of	part time
3.	What is the clients, by			fications of staff working directly with
4.	Do staff bel	ong to	a union?	
	Which o	ne?		

5. Gi	ive sal	lary r	anges	by	title
-------	---------	--------	-------	----	-------

TITLE	MONTHLY SALARY RANGE
TOTAL YEARLY SALARY COST	\$
(append second shee	t if necessary)
Give the monthly average travel cost	per worker
Give space and equipment expenditure	for past three years: -
1962	
1963	
1964	
Other costs for the three costs	-16
Other costs for past three years, spe	city: -

9. How many cases were on each worker's caseload in the month of April 1965?

Title of Worker	Employable Family Head	Unemployable Family Head	Employable Single	Unemployable Single	Transients

Э.	Administrative costs to municipality being equal, what administrative arrange
	ment would your council prefer:
	(a) municipal administration with improved staffing (explain)
	(b) completely provincial administration (explain)
	(c) regional and area (explain)

P	R	Δ,	C	Т	Τ	C	E	S
4	TI	7	U	-	-	U.	-	2

1.	How many new cases (off aid for three months) were opened in April 1965
	(a) family cases:- Unemployable Employable
	(b) single cases:- Unemployable Employable
	(c) Transients:-
2.	On the average, how long is spent in interviewing a new case (in minutes)
	(a) family case:
	(b) single case:
	(c) Transients:
3.	How many home visits were conducted in the month of April concerning new cases: -
	(a) family cases:
	(b) single cases:
4.	How many home visits were conducted in the month of April concerning continuing cases (in pay for over 3 months)
	(a) family cases:
	(b) single cases:
5.	In April 1965, or any other convenient month (please indicate month used) at what intervals were allowances issued: -
	TYPE OF CASE PERIOD OF TIME
	EMEDICENCY ONE LIEEK THO LIEEKS ONE MONTH OTHER

TYPE OF CASE		PERIOD	OF TIME		
	EMERGENCY	ONE WEEK	TWO WEEKS	ONE MONTH	OTHER
Unemployable Family					
Employable Family					
Unemployable Single					
Employable Single					

Approximately how many interviews were conducted in April 1965:
(a) over the counter
(b) in a private office
(c) in the street
(d) other (explain)

SERVICES

1.	List	t those areas (5) in order of	priorit	y where there is	s an evide	nt need for
		vices to be supplied: -				
	i.	••				
	ii.					
	iii.					
	iv.					
	v.					
	The clie	following check list of servicents: -	ces may	help in identif	fy i ng servi	ice needs of
	(1) (2) (3) (4) (5) (6) (7) (8) (9) (10)	recreation facilities homemaker service neighborhood house farm counselling	(11) (12) (13) (14) (15) (16) (17) (18) (19) (20)	legal assistand vocational cour job placement sheltered works transient serviday-care nurser subsidized hous adult education family courts foster-home care	shop ice (Salvat ries or kin sing n program	
2.		many cases on Social Aid in Aprices: -	pril 19	65 were receivin	ng or recei	cost
	(a)	a joint M.C.I.C. and S.H.S.P	card			
	(b)	some form of non-insured hear				
	(c)	not eligible for insured serv				
		many cases NOT on Social Aid :		1 1965 were rece	eiving or r	ceceived
	(a)	a joint M.C.I.C. and S.H.S.P.	. card			
	(b)	some form of non-insured hear	lth ser	vice		
	(c)	not eligible for insured serv	vices			
3.		many families or singles in Aperral with respect to looking	for, or			
	(a)	family cases				
	(b)	single cases				
	(c)	transients				

4.	How	many families or singles in April	1965	received as	ssistance or direction
	conc	cerning housing or shelter: -	On	Social Aid	Not on Social Aid
	(a)	client makes a request to move to other accommodation			
	(b)	required help to find housing			
	(c)	required special accommodation (e.g. Nursing Home)			
	(d)	Other			
5.		many cases in April 1965 or last mour opinion required attention: - Marital problems			cumity problems that
	(b)	Parent/child problems			
	(c)	Child/community problems			
	(d)	Parental involvement with the law			
	(e)	Child involvement with the law			
	(f)	Budgeting problems			
	(g)	Other			
6.	How	many cases in April 1965 might hav	re be	nefited from	m referral for voca-
	tion	nal counselling, job training, up-g	radi	ng, etc.: -	
	(a)	family cases			
	(b)	single cases			

ITEMS OF NEED

The interviewer was asked to obtain additional information from the municipal officials concerning the present Social Aid allowance schedules and some other features of the program.

COMMENT ON THE FOLLOWING AND MAKE SUGGESTIONS

- 1. Are these allowances adequate?
 - a) Board and Room rates
 - b) Clothing
 - c) Food
 - d) Rent
 - e) Utilities
 - f) Personal and Household
 - g) Special Needs
- 2. Should an allowance for telephone be included in the program?
- 3. If Health Services are provided, should there still be restriction on the movement of indigents between municipalities?
- 4. Comment on Appeal Procedures. Are they satisfactory? What change, if any, would you recommend?



APPENDIX E

INFORMATION OBTAINED FROM THE COMPLETED INTERVIEW SCHEDULES
July, 1965 *

INTRODUCTION

In the membership of the various committees working on the Report were municipal welfare officials responsible for the administration of Social Aid; and Department of Welfare regional office staff, administering the categorical programs. Nevertheless, the Steering Committee decided that a further municipal contribution to understanding the problems of administering a general assistance program could be made through employing an interview schedule to obtain direct information from selected municipalities. The fourteen chosen were: the cities of Regina, Prince Albert. North Battleford and Swift Current; the towns of Broadview, Canora, Melfort and Rosetown; the rural municipalities of Canwood, Clayton and Porcupine Plain; and the combined administrative units of Meadow Lake, Warman and Estevan.

The aim of the interviews was to obtain information concerning four major subjects: 1) the broad classifications or types of cases the municipalities found to be on the increase, or that were of special concern to them: 2) municipal views on the adequacy of the schedule of allowances by item of need; 3) the main services provided by each municipality in discharging its responsibility of administration of the Social Aid Act, 1959 and Regulations, and; 4) staffing.

A member of the regional field staff, experienced in the Social Aid program and other public assistance programs, visited each municipality. He interviewed the head of the social service department or the municipal welfare official, and in the smaller units he occasionally interviewed members of the municipal council. The use of one interviewer ensured that he understanding of the schedule and his interpretation of it to each municipal group were consistent.

SUMMARY

All municipalities were concerned about the increase in the number of older workers (mainly from 50 to 60 years of age) who needed financial assistance. The larger towns, in particular, noted this increase in male heads of families and single men who were formerly employed in farming activities.

The Cities, Towns and Combined Units reported a substantial increase in the number of separated, deserted, divorced, or unwed mothers with children who required assistance. Of third importance as a problem of indigence was the increase in the number of Indian and Metis requiring assistance in all municipalities but villages.

^{*} Case statistics relate to the month of April, 1965

Allowances for the most basic items of need were considered inadequate by the cities and towns but not by the rural municipalities and the combined units. The complaints centred mainly on food, utilities, and household and personal items of need.

From the answers obtained on the questions related to staffing, it appeared that the city staff are full-time, have grade XII or better education, have large caseloads and carry out functions related to determining the eligibility of the clients. In all other municipalities interviewed, the staff are part-time; over half have Grade XII education or better, the rest range from Grade 8 to 11; they carry small caseloads, and while their main function is assessing eligibility, a few welfare officers were attempting to meet the service needs of their clients.

Concerning administrative activities, it was noted that in the cities the rate of new applications was relatively high while other classes of municipalities had more static caseloads. In all municipalities, clients were visited in their homes. Only the cities reported significant numbers of cases in which aid was issued other than for emergencies at shorter intervals than once a month. Where it was done, it was mainly to employable recipients.

All municipalities recognized the need their clients had for improved personal services; e.g. marital and family counselling; employment counselling; help in budgeting, and help in housing and other accommodation problems.

CASELOAD INFORMATION

1. Aging Population

The problem of increasing numbers of both single men and heads of families who were over 50 years of age and receiving assistance is prevalent in all types of municipalities, with the heaviest concentration in the towns. Their age, their lack of skill and of education, along with the fact that some of them are socially handicapped in other ways such as in work habits, relations with other people and motivation are fairly consistent reasons why this particular group is likely to need assistance, and changing social and technological conditions are increasing their number.

Many of these people have left farms and are concentrated now in urban areas, but their rural skills and outlook often have little application in their new environment, and adaptation is frequently difficult. Suggested solutions to the problem ranged from actually restricting their movement, forcing them to remain in their rural setting, to making them a direct responsibility of the provincial government. More constructive proposals included finding work for them which would suit their capabilities, or the possibility of their becoming at least partially selfsupporting through retraining and re-establishment. Lowering the Pension age to 50 was also suggested.

The present universal means of dealing with this problem was the distribution of financial aid. Some efforts at counselling and finding light work for these older people were noted, but the consensus indicates that the problem is not being solved, and remains an unemployment or under-employment problem. Furthermore, while aid is being paid to these families, there seems to be a large amount of wasted manpower, indicating that some concentrated service and rehabilitation measure should be brought to bear both for the client's sake and for the betterment of the community.

2. Separated, widowed and divorced mothers with children, and unmarried mothers:

Because of the small size of the sample, too many specific statements cannot be made, but the numbers in this group also appear to be on the increase. Almost half of the caseload was recorded by the cities, although the concentration of unmarried mothers was slightly different from that of the others in this group. This information substantiates the experience in recent years in the categorical assistance programs; Aid to Dependent Families allowances to this group have also been steadily increasing. Various welfare publications also indicate that one-parent families and families with incapacitated heads are accelerating in number.

The interviews and schedules yielded a wide variety of opinions as to why this group of clients is increasing. Three or four municipal officials thought that separation cases were rising in number because of the laxity of the laws requiring the husband to support his dependents; and because the laws also permit collusion between husband and wife, and between the unmarried mother and the putative father to obtain public assistance. Some felt that unmarried motherhood is tolerated more than it used to be and that this has led to its increase. Others believed that alcoholism and mental illness contributed to the increase. Still other municipal welfare officers, particularly in the urban centres, considered that the incidence of separation and unmarried motherhood was not actually increasing, but that these cases were becoming more apparent as clients moved from rural areas into the urban centres.

There was consensus that a possible or at least partial solution to the problem would be to strengthen the laws concerning putative and deserting fathers. National conformity in the laws pertaining to desertion was further suggested as a means of making it more difficult for fathers to escape responsibility for their families. Iwo municipal welfare officers suggested that aid should be granted to these families, and treatment and counselling afforded to them before the family breaks up, and, of course, these services should be continued if the family broke up. One official strongly felt that the whole matter was hopeless unless the law was strengthened and counselling was provided.

3. Indian and Metis

This problem exists in every type of municipality. The increase in this category was related largely to movement of Indians from reservations to urban centres and their lack of skills and education. Bad economic and social conditions on the reserve with little or no opportunity for self-improvement contribute to their plight.

The municipal welfare officers unanimously agreed it was essential to create work suitable to the skills of these people, and simultaneously offer them the opportunity of technical schools, vocational schools and guidance.

At present the service being offered to this group is mainly the giving of financial aid, with some direction and guidance in trying to find work suitable to their capabilities.

4. Others

Employable single men and farm labourers requiring assistance were also identified as a continuing problem. Since most of these people lack skills and training, the suggested solutions and the current programs are concerned with very limited financial aid.

ADEQUACY OF ALLOWANCES BY ITEMS OF NEED

- 1. All cities considered allowances for food and rent inadequate, and most considered the boarding home rate too low. Most cities felt the clothing, household and "special need" rates were adequate.
- 2. The towns were split concerning the adequacy of the food and rent allowances, and on most other items they considered the rates adequate.
- 3. The rural municipalities were split on food and utilities, and on most other items they considered the rates adequate.
- 4 In the combined units, two of the three considered the rates for most items adequate, however, the one unit near Estevan considered most rates inadequate.

STAFFING

1. Larger Cities

Educational qualifications were Grade XII plus, and many workers had related experience. For both Regina and Prince Albert, there was only one professional social worker, at the time of the survey and this person was employed in an administrative capacity. The other two large cities of Saskatoon and Moose Jaw each had a professional social worker, one an administrator, and the other a worker with some supervisory responsibilities.

The larger cities averaged caseloads of 130 to 160 families and single people. Prince Albert also had two rehabilitation caseloads of approximately 60 cases.

2. Smaller Cities

Educational qualifications were Grade XII. Experience varied widely and often was obtained in some other division of municipal government. Caseloads generally were under 100; however, these were often one-worker offices, with the worker's responsibilities including the administration, and a transient caseload which proportionately was quite large.

3. Towns, Villages and Rural Municipalities

They had part-time staff, education from Grade X to Grade XII, with a pre-dominance of Grade XII and some courses in municipal administration. The municipal official generally spent about 15 percent of his time on welfare matters and was concerned with about ten cases at a time.

4. Combined Units

With the exception of Meadow Lake, these units employed parttime staff, with education from Grade VIII to Grade XI. Meadow Lake caseload varied from 250 to 350. The other units had caseloads comparable to those of the larger towns.

ADMINISTRATIVE STRUCTURE AND SERVICES

With regard to administration structure and the arrangement the municipalities would prefer, assuming administrative costs to the municipalities would be the same under various arrangements, most of the municipalities indicated a preference for the regional and area unit approach, Only four thought the municipalities should continue to handle social aid. One suggested all welfare programs should be provided by the province.

1. Time Spent on Intake

(a) In cities, the monthly intake, apart from transients, was approximately ten percent of the number of on-going cases. Changes in the circumstances of on-going cases, necessitating time to calculate a budget deficit or for other activities, were not noted. It has been estimated that such changes occur in as high as twenty percent of the caseload every month.

Time spent on an intake interview for a family unit case appeared to average about 45 minutes, while a single unit case took about 30 minutes.

(b) Towns and combined units reported little intake activity in April, and two out of three rural municipalities had no activity. No doubt this reflects the fact that in the spring and summer there is generally less unemployment, and living conditions are easier.

2. Home Visits

(a) Most cities considered this practice a routine activity related to establishing initial eligibility. Considering the time spent on travel, these visits are very time-consuming.

All cities likewise indicated they visited on-going cases at least once a year to assist them in determining continuing eligibility.

(b) For new cases, home visits appeared to be a routine practice for towns and combined units. The practice on annual visits varied widely and appeared to be related to small caseloads and to the degree of the official's genuine concern with the welfare of people.

3. Time Spent on Allowance Issues

- (a) In cities, unemployable recipients generally called for, or were mailed, their allowance cheques on a monthly basis. Of employable families about one-half of the cases were on two week issue, a quarter on one week, and a quarter on monthly. The majority of employable single people were on demand on weekly issue.
- (b) In the towns, rural municipalities and combined units, the overwhelming proportion of the cases were in the unemployable group, and in the main they were on a monthly issue.

The towns that spent most time on intake and did more home visits also appeared to suit the allowance issues to individual circumstances.

One combined unit (Meadow Lake) either paid on an emergency basis or monthly. The emergency issue was possibly related to motivating recipients to look for work.

SOME IMPLICATIONS FOR SERVICE

1. Family Problems

- (a) All cities reported a high incidence of family problems. Where staffs considered their main job that of income maintenance, budgeting was reported to be the main problem. Where the staff-client ratio was smaller and the administration felt it was giving a counselling service, help with family relationships was mentioned frequently.
- (b) All towns and rural municipalities reported a few family problems. The requests for help were well scattered between budgeting and the various problems of family relationships.

Among the combined units, Meadow Lake was unique in reporting problems in almost half its cases. About two-thirds were budgeting and one-third were marital problems.

2. Help or Direction on Moving and Shelter

(a) Four of the five cities noted that less than ten percent of their caseload received assistance or direction concerning moving. Obtaining prior permission to move from one municipality to another is a requirement of the present social aid program; it is, therefore, possible that some cases in which financial assistance for moving was not required may have been reported as requiring direction regarding moving. In all likelihood, however, financial assistance is usually needed.

Regina alone reported that clients (ten in the survey month) had requested help in finding housing. As no social aid department has to accept such a responsibility, there is insufficient information on which to estimate the need for such a service.

- (b) Only one town and one rural municipality reported requests for assistance in moving. Both also reported that help in finding housing was sought.
- (c) Both combined units reported requests for assistance in moving and in finding housing.
- (d) All classes of municipalities except towns indicated they received requests from clients who were seeking the services of a special-care home.



APPENDIX F

GUIDE TO ACCREDITATION STANDARDS FOR LOCAL WELFARE UNITS

Areas to be Explored

Criteria

Method of Evaluation

1. Objectives of the Unit

The objectives must correspond to those of the Saskatchewan Assistance Plan and include the intent to provide the core services.

Examine the constitution and policy statements of the unit.

Examine minutes of

board meetings and interview Chairman

of the board and

some members.

2. Board

- a) Size. Neither too large or too small (5 10 members).
- b) Composition. Should include officials from the municipalities involved and possibly people from the community. Some cross-section of economic and social interests of the community is desirable.
- c) Interest and progressiveness. Attendance at meetings, topics considered by the board, how the board tries to search for solutions of problems.
- d) Frequency and regularity of meetings.
- 3. Staffing
- a) Composition. Suitability of numbers and kinds of staff, including administrative workers and clerical, to the function of the agency. Adequacy of educational and experience qualifications to meet the requirements as stated in the Saskatchewan Assistance Plan.
- b) Orientation. Existence of and standards of a formal orientation process and ongoing staff development program. Policy of enabling staff to attend outside workshops and institutes as well as internal agency training programs.
- c) Effectiveness of staff evaluation process.

Interview head of unit; examine personnel policy (staff qualifications, job descriptions, and staff development and evaluation programs)

Areas to be Explored

Criteria

Method of Evaluation

- 4. Caseloads
- a) Size. In line with the standards under the Saskatchewan Assistance Plan.
- b) Appropriateness of case classification. In relation to record keeping, and aims in helping clients.
- c) Case management. Should include review of the cases at suitable intervals, proper exploration of resources, follow-up on goals and plans.
- d) Periodic reclassification of cases. Record should include evidence of eligibility, evaluation, plan, follow-up, and re-evaluation.
- 5. Services
- a) Intake and closure processes. Problem exploration and planning for termination of a case, validity of the decision to open or close a case.
- b) Adequate referrals to other services.
- c) Appropriate use of appeal procedure.
- d) Identification of needs and gaps in services, as well as the development of plans to fill the needs and gaps.
- e) Extent to which the "core" services, as defined by the Saskatchewan Assistance Plan, are being implemented, as well as appropriate use of ancillary services. Particular emphasis should be placed on helping the client to identify the problem and in helping him to use his own resources and those in the community, in problem-solving and in making appropriate choices from among various possibilities.

Detailed review of case records

A review of case records, interview-ing the staff and board, and other methods needed to determine the level and calibre of services rendered by the unit.

Areas to be Explored

Criteria

Method of Evaluation

- 6. General
 Administration
- a) Appropriate business practices.
- b) Appropriate knowledge of and adherence to policy and legislation.
- c) Internal audit and control system.
- d) Suitable facilities such as space for reception, interviewing and carrying on business of running the unit, office equipment, etc.
- 7. Research,
 Planning
 and
 Budgeting
- a) Methods of examining the characteristics of caseloads and their relation to economic and social problems in the community and of planning to overcome any problems revealed.
- b) Type of work undertaken to identify trends in caseload and expenditures and their effects on policy changes, and to review the cause and incidence of need.

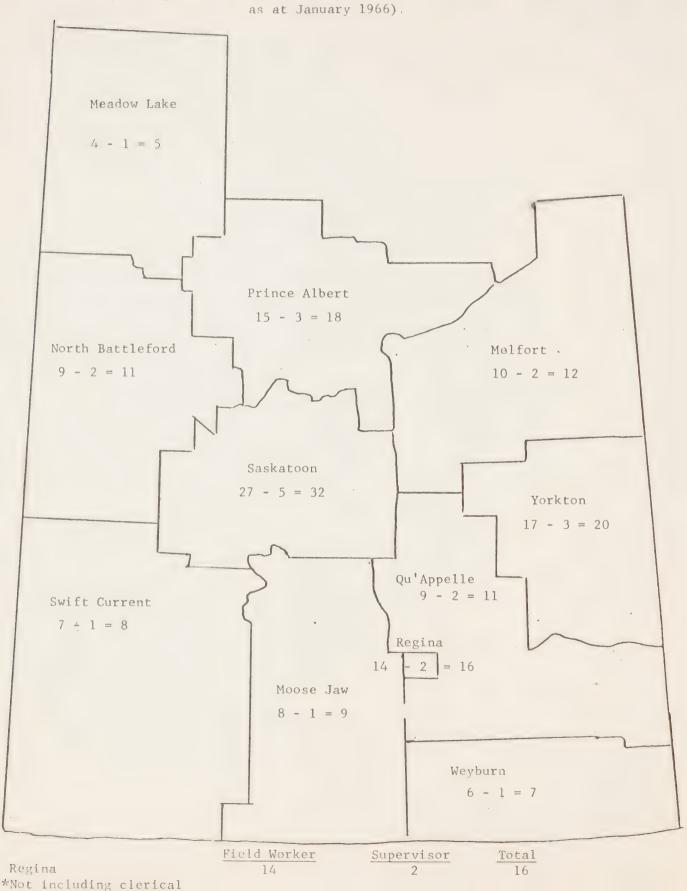
 Appropriateness of budget development in relation to trends in the economy and to welfare need.
- 8. Public
 Relations,
 Information
 and
 Education
- a) Effectiveness of contacts with the public generally and with the media of communication.
- b) Extent and adequacy of interpretation through published material, e.g. the annual report.

A review of case records and of reports from the departmental auditors. Interviews with agency head. Tour of agency and observation of its activities.

Interviewing the agency head, review of case records and other agency documents, budget document, and any attempts at experiments or embryonic research projects.

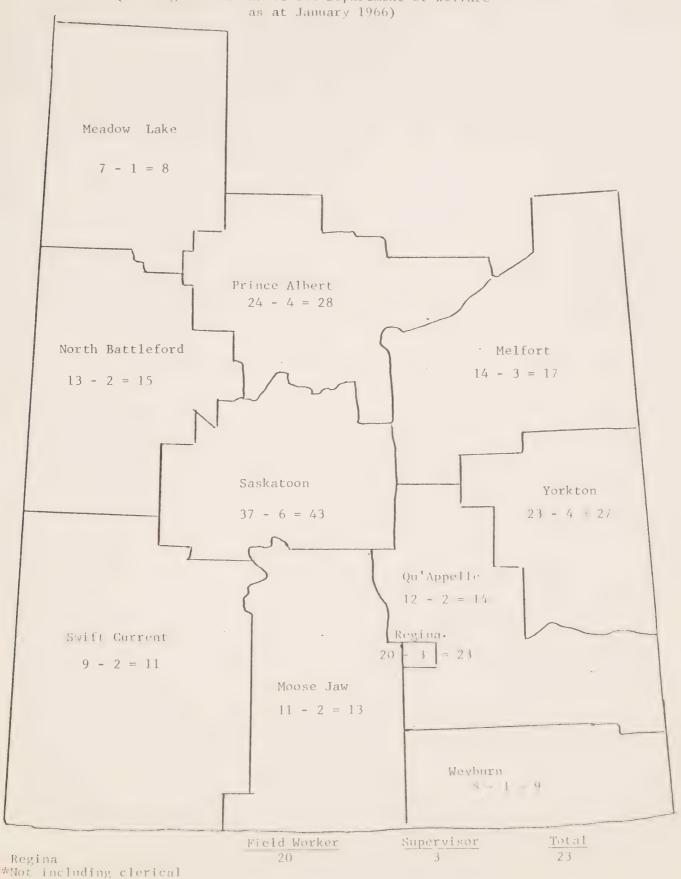
Review of press clippings and of brochures, annual report and other publications. Interviews with agency head, board members, and perhaps key citizens outside the agency. Observation of contacts with the public inside the agency, e.g. switchboard, reception.

SASKATCHEWAN ASSISTANCE PLAN Staffing Approved by the Government* (for regional areas of the Department of Welfare



SASKATCHEWAN ASSISTANCE PLAN

Committee Proposals for Staff Requirements * (for regional areas of the Department of Welfare





APPENDIX H

HEALTH SERVICES FOR ASSISTANCE PROGRAMS IN SASKATCHEWAN

HISTORICAL BACKGROUND

As described in Appendix A welfare services developed on a piecemeal basis. These developments occurred without any official recognition that health services should be an integral part of the welfare program. Programs tended to treat payments for food, clothing and shelter as separate and apart from those for health services. The result is that inconsistencies and inadequacies have arisen in the provision of health services for welfare recipients.

The concept of categorical assistance and of the separation from the welfare program of health services for the needy is being challenged in many quarters today on the following main bases:

- 1. Welfare programs should provide necessary financial assistance to persons in economic need to ensure a minimum level of health and decency that is consistent for all recipients. Comparable services should also be available to help these people re-establish themselves, as economic self-sufficient persons, if they have the capacity to do so.
- 2. "Adequate health services should be an integral part of any public assistance program." (1)

Present health services provided in Saskatchewan for public assistance recipients under provincially administered programs are uneven and in many instances, inadequate. In the experience of the staff of the Departments of Public Health and of Welfare, health services for social aid recipients, which are administered by the municipalities, also vary extensively. Some municipalities do not provide health services; in others, the services offered are not defined in written policy and procedures. There is also lack of uniformity within a municipality in the services available to individual recipients.

Most municipalities pay the medical care premium and hospital tax (joint tax) on behalf of their social aid recipients. However, people may move into such municipalities (particularly the larger urban centres) with their tax unpaid, and, if they reside there for over thirty days, the municipality becomes responsible for the tax. (The position is even more difficult in Regina and Moose Jaw where a provincial revenue office collects the tax. Elsewhere the municipality acts for the province as tax collector.) A similar situation occurs when people come from other provinces where they did not have coverage for health services or from which such coverage was not transferable. In these instances a waiting period of three months is required before insured hospital and medical coverage can be granted.

These conditions necessitate heavy expenditures by individual municipalities, over which they have limited or no control. The municipalities with a high concentration of public assistance cases carry an unfair share of the cost of health services.

- 2 -

In considering health services, the Committee differentiates between the insured and the non-insured services. The former are the services which are benefits to the general public under the Medical Care Insurance Commission and the Saskatchewan Hospital Plan. The non-insured services include drugs, dental and optical care, etc.

Before 1959

Prior to 1959, responsibility for health services for indigent persons (1) rested, as it does at the moment, with the local municipality. However, the law defining municipal residence at that time was included in several different acts, which resulted in confusion. It became the practice, therefore, that when residence, as described in the social aid legislation prior to 1959, could not be established after considerable effort, the provincial government assumed the responsibility of health services coverage for what became known as "provincial cases".

Since 1959

The social aid legislation in 1959 eliminated residence as an eligibility requirement under the municipally administered Social Aid Program. An attempt was made also to define responsibility for health services in municipal legislation, however, two main problems remain:

- (1) Under this legislation, it appears that no agency is responsible for non-insured services to indigent people.
- (2) The legal interpretation of municipal legislation is that health services for people with less than thirty days residence in any given municipality are technically the responsibility of no agency in this province.

It should be noted further that the 1959 Act transferred responsibility for health services for former "provincial cases" to the municipalities with compensation to municipalities collectively through an adjustment in the initial per capita cost sharing fromula. This created a problem where a municipality had an exceedingly large concentration of dependent people.

After a fairly exhaustive study by a joint provincial-municipal committee, a brief was submitted to cabinet in 1960 recommending a cost-sharing arrangement for health services between provincial and municipal governments, the program to be administered by a provincial government agency. This recommendation was accepted in principle by cabinet but was never implemented. Instead, the government adopted an interim program in which the province makes grants for health services for social aid recipients to municipalities whose costs for this purpose exceed at least one dollar per capita of population of the respective municipality. The costs which may be included are only those on behalf of recipients who have received aid for at least one

(1) The province provided health services to recipients of Mothers' Allowances (now Aid to Dependent Families) and Supplemental Allowances but these were exceptions to the general rule of municipal responsibility.

~ 3 ~

month. Presumably this was designed to exclude costs for medically indigent persons from provincial sharing.

It is to be noted however, that an upper limit was set beyond which the province does not share. This limit is determined by multiplying the average monthly number of recipients by \$45.00. Also, while provincial participation did relieve some of the pressures and burdens on municipalities, inequalities among them still remain.

A joint provincial municipal working party on health services to indigents was established in the summer of 1963 to study the unresolved problems further. The committee's terms of reference was to examine and make recommendations on:

- (a) the burden of the cost of health services that municipalities are now carrying, including both insured and non-insured services as well as administration costs;
- (b) the thirty day waiting penalty period and the issues related to coverage for insured services generally; (1)
- (c) the administration of non-insured health services; and
- (d) any other questions which may emerge from or which are related to the above problems.

The committee made, in essence, the following proposals:

- (1) That legislation be clarified to determine whether or not a municipality, having paid the joint tax, was responsible for the difference between Medical Care Insurance Commission payments and the amount billed by the doctor. (Since that time, municipal legislation has been amended to relieve municipalities of any additional responsibility for physician services once they have paid the joint tax.)
- (2) That the following expenditures made on behalf of social aid recipients be considered as part of the social aid benefits and pooled among municipalities through a per capita assessment with similar variations in rates for different classes of municipalities as for social aid and that the province assume some of the cost.
 - (a) joint tax payments;
- (1) Both the Medical Care Insurance program and The Saskatchewan Hospital Services Plan provide that no coverage is provided to persons who have not been in the province for 90 days. Under municipal legislation, however, municipalities are responsible for necessary medical care of indigent persons who have been resident in the municipality for 30 days. But coverage under the insured programs does not become effective until 30 days after payment of the joint tax.

- (b) medical and hospital expenses incurred during the 60 day gap between establishing municipal residence and establishing provincial residence;
- (c) 50% of the cost of drugs.
- (3) That the interim grant arrangement described above (1) be continued to alleviate inequalities for certain municipalities.

To date no action on recommendation two has been taken. Even if it were, there would obviously still be some unresolved problems. For example:

- (1) Municipalities could still be left with some medical and hospital costs incurred when a delinquent falls ill and becomes a welfare case, since medical and hospital coverage does not become effective for thirty days.
- (2) The problem of transients, i.e., those without thirty days residence in the province, was left unresolved. (However, this appears to be only a minor problem to the municipalities. Lack of coverage could be a serious problem to the individual concerned.)
- (3) No proposal was made for helping municipalities or indigent individuals with the remaining 50 per cent of drug costs, or with the cost of other non-insured services, such as dental and optometric care.

HEALTH SERVICES COVERAGE UNDER PRESENT PUBLIC ASSISTANCE PROGRAMS

I. Social Aid

This need-tested program is administered by the local municipality. Medical and hospital care are the responsibility of the municipality in which the indigent person has last resided for thirty days.

II. Aid to Dependent Families

This is a needs-tested program administered by the province, which also provides health services for these persons and their dependents. These health services include medical and hospital services, and with some limitations, dental, optometric, drugs, home nursing and prosthetic appliance services.

III. <u>Supplemental Allowance</u> (for Blind Persons Allowance and federal Old Age Security)

Again this is a provincial needs-tested program. The health services provided by the province are similar to thos under Aid to Dependent Families.

(1) See page 4 hereof.

IV. Old Age Assistance

This is a means-tested program administered by the province, and the provincial government provides coverage for services under the medical and hospital services plan for these recipients and their dependents but not non-insured services.

V. Disabled Persons Allowance

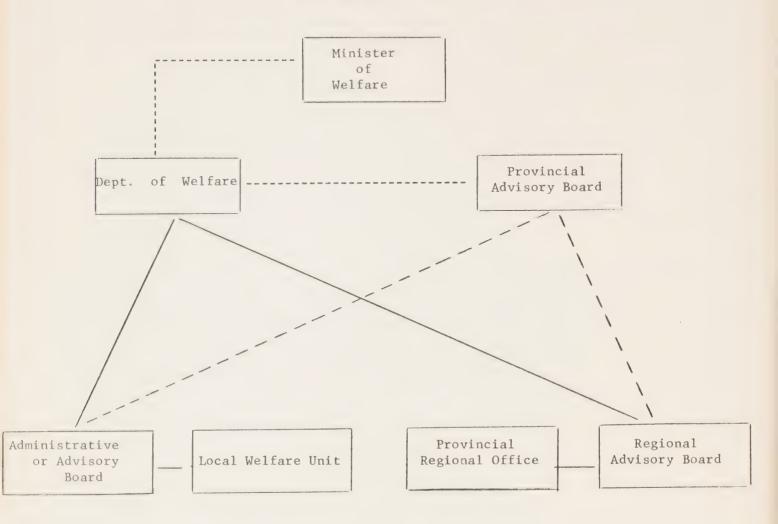
This is a means-tested program administered by the province. No health services benefits are provided to this group. Any necessary medical attention and treatment for these recipients, if they are considered indigent by the municipality in which they live, is the responsibility of that municipality. However, if they are living with their parents, they may be included as beneficiaries of the medical and hospital services plan under their parents coverage without payment of any additional tax.

VI. Blind Persons Allowance

This is a means-tested program administered by the province. If a recipient is receiving Blind Persons Allowance only, it is highly unlikely that the municipality in which he resides would consider him indigent for the purpose of receiving services. If the individual blind person can qualify for Supplemental Allowance (a needs-tested program), he receives health services benefits from the province as in III above.

The above listing clearly confirms that the health coverage for indigents is varied, inconsistent and often inadequate throughout.

BOARD RELATIONSHIPS



Legend

------Policy Recommendation - to provincial advisory board, then to Department of Welfare

__Policy Clarification - to Department of Welfare

APPENDIX J

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